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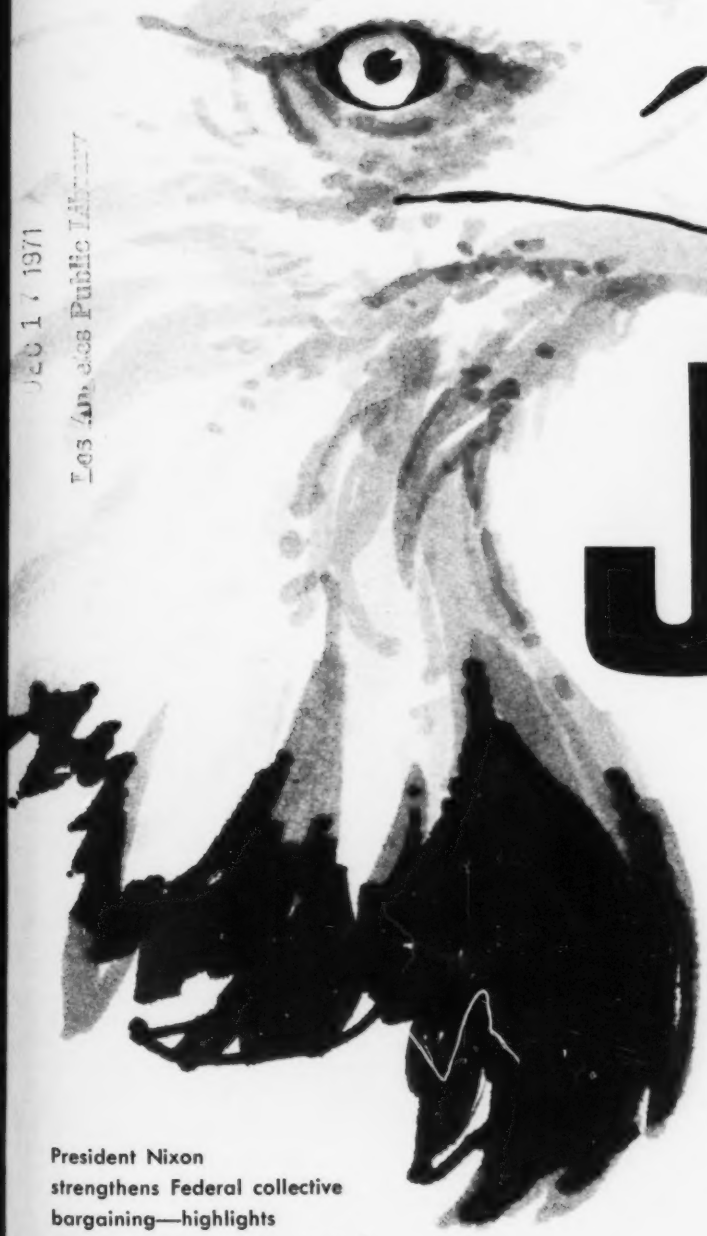

CIVIL SERVICE JOURNAL

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VOL. 12 NO. 2 OCT.-DEC. 1971

President Nixon strengthens Federal collective bargaining—highlights of new Executive order, page 6.

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WORTH NOTING

• IMPACT OF FREEZE: A freeze in August, whether meteorological or economic, is a notably non-routine event in the Northern Hemisphere. Thus the President's surprise August 15th freeze of wages and prices found agencies wrestling with many more questions than answers. The following policy determinations emerged with respect to the freeze as it affected Federal employment:

—Within-grade salary increases and quality step increases which did not have an effective date before August 15 were suspended for the duration of the freeze. Retroactive payment of these increases after the freeze is not permitted.

—Cash and honorary awards for superior performance and adopted suggestions were not frozen.

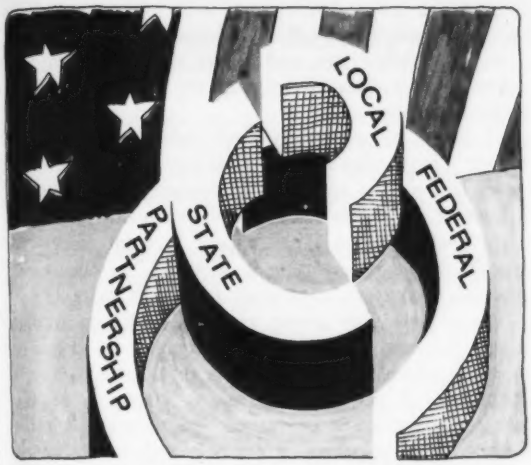
—Promotions to positions of greater responsibility were permitted during the freeze (but agencies were warned to consider the effect of promotions on average grades—see inside back cover).

—The pay of an employee whose position was brought under the General Schedule (from wage system, for example) during the freeze period would have his rate fixed in accordance with Commission regulations, and would be paid at the appropriate rate even though this rate might result in a pay increase.

—No new wage schedule or rate could be issued under the Combined Federal Wage System or a Non-Coordinated Federal Wage System. However, wage schedules issued with an effective date prior to the freeze were permitted to be issued and put into effect.

• SIX-MONTH DELAY: The President followed his wage-price freeze order with action to defer pay increases of all Federal employees for a period of six months. For wage-schedule employees, the Presidential action took the form of a memorandum to heads of agencies, directing that the schedules for conducting wage surveys be revised so that wage adjustments would be delayed a total period of six months.

Continued—See Inside Back Cover.



THE CAREER EXECUTIVE AND THE NEW FEDERALISM

by Roger W. Jones, Consultant to the Office of Management and Budget

A. D. Lindsay once wrote a tough, exhaustive, and brilliant book called "The Modern Democratic State." In it he differentiates between history and political theory. He says that the first is concerned with individual states and concrete situations—with actual happenings. The second begins when, in some concrete situation, men start to argue national interest as requiring that some action should or should not be taken. For the purposes of my remarks, I want to bring a third element into the sequence. It is public administration as practiced by the career executive. The career public administrator has to weave history and political theory together and then take the next step, which is to carry out the decisions resulting from the argument.

As a democracy operating under constitutional limits on authority, we have been deeply concerned with happenings. We have had an equal concern with the arguments of political theory. Hitherto, we have been much less concerned with the role of the career executive/public administrator as he has acted on political decisions that make the raw stuff of later history. In the past the nature and extent of Federal responsibility has created little need to worry much about what the career executive did or did not do. Today, and for the future, there is that need.

It has been roughly 40 years since the Federal Government really began to come into the daily lives of the American people. Before the "Great Depression" there was little demand for the central government to concern itself with such programs and activities as those now authorized to deal with problems of health, education, welfare, transportation, pollution control, communication, poverty, crime, civil rights, housing, vocational rehabilitation, income security, unemployment compensation, and insurance of bank accounts, just to recite some of the major concerns of recent years. The demand for services in these and other fields has imposed insistent requirements for competent administration by a corps of career executives.

In the last 20 years political leaders of both parties have learned that provision of new services by the Federal Government requires new mechanisms for delivery of those services, new philosophies about program purposes, and new measures of success or failure to meet objectives. It follows that the professionals who provide those services face and must discharge many new obligations in moving toward the goal of a better America. There have been several different names for

SUMMARY of remarks at the Executive Seminar Center, Kings Point, New York, June 15, 1971. Mr. Jones, during a distinguished career in the Federal Government spanning more than 30 years, has been Chairman of the U.S. Civil Service Commission, Deputy Under Secretary of State for Administration, and Deputy Director of the Bureau of the Budget. His honors include the President's Award for Distinguished Federal Civilian Service, the National Civil Service League Career Service Award, and the Stockberger Award for outstanding contributions in the field of personnel administration.

that goal, the most recent being the "New Federalism."

Whatever the name, the goal has four solid, agreed-upon cornerstones: responsible decentralization of authority; strong concern for basic systems; greater emphasis on effective delivery of services; and full cooperation among all levels of government (Federal, State, and local) in accordance with the intent and the restraints of the Constitution.

Perhaps the most basic obligation which the New Federalism places on the career executive is that he must become a representative *of*, as well as *to*, the American people. He must break out from the parochial boundaries and jurisdictional jealousies of one specific program. He must try to fit that program into its proper place in the larger domain of national purposes and priorities. He must participate in the social, economic, and political activities of the society in which he lives and works.

These imperatives may require amendment of some of the outworn stringencies of the Hatch Act, and abandonment of a good many administrative "do-nots" that have tended to keep the Federal executive within the stockade of assumption that he is somehow set apart from his neighbors. Election to office as a member of a school board or a zoning commission, for example, even on a partisan ticket, is hardly a threat to impartial discharge of Federal duties. And I see no reason why participation in the activities of a community chest campaign, service on the board of a private welfare organization, or active involvement in service organizations such as Rotary or Lions should not be considered, within logical limits, as part of the job—not something which requires absence on annual leave.

Unless the career executive is a representative *of* and *to* the American people he cannot be what the New Federalism expects him to be—an accurate reporter *upwards* (in government) of the visions and dreams of his segment of America, and an effective purveyor and interpreter *outwards* (to his community) of the services which it is his job to provide. Perhaps his greatest challenge is also to be faithful to the stated policies controlling his programs while, at the same time, being alert to his obligation to propose change in them, or even their abandonment, if they do not meet the needs of Mr. and Mrs. America.

In a larger sense, the New Federalism expects the career executive to try to manage change. This is no easy task. Periods of rapidly accelerating change have four common characteristics:

- They produce baffling turbulence in society, politics, and government.
- They present major problems which tend to become confused and controversial both in definition and in proposals for solutions.
- They are marked by such extremes in speech, action, and reaction that reason seems no longer to be a political asset, and rationality seems useless as an acceptable guide for individual behavior.
- They create new and higher plateaus of human expectations without governments (in the abstract sense) being quite sure why.

In short, the intellect of both individuals and institutions accepts slowly the realization that "things will never be the same again." Governments, like men, have a kind of instinctive resistance to reach out, embrace, and manage change. They appear to want merely to absorb change by enduring it, with only an occasional spurt of determination to profit from past mistakes.

The trouble with trying to manage change is that it is a paradox. It presents "tenets which are contrary to perceived opinion." (The words are one of Webster's definitions of paradox.) So far as managers of the public's business are concerned, the paradox is most disconcerting. Somehow, it not only fails to fit experience, it also becomes almost an indictment for personal failure. Indeed, it may well be just that. But no indictment convicts. Guilt must be proven.

That being the case, the career executive must accept an obligation not to indulge in panic. The new Jacobins who attack "The Establishment" (and that means you, my colleagues) want nothing more than to have you panic. They seem to believe that panic will prove three of their hopes: (1) Government has neither the power, nor the resolve, to shape the future, (2) man's natural goodness has been corrupted by evil institutions, and (3) the only solution is to tear down the whole rotten edifice of "The Establishment."

At the other extreme are reactionary forces which want you to adopt policies of noninvolvement, and to try to turn the clock back. They fail utterly to understand that no government in a democratic republic will ever be able to restore the past.

The career executive shares with his political superiors the obligation to manage change in such a way as to stop the decline in moral authority of our government. And if he succeeds, he will have been instrumental in restoring legitimacy to government's purposes and means, and in recreating belief that our institutions are protectors of our democratic heritage. His effort will require bureaucratic rationality and discipline. In seeking them, he must remember that those who would use change to destroy consider rationality and discipline an obscenity. Similarly, he must recognize that those who long for the "good old days" consider rationality a synonym for revolution, and discipline something which requires only rejection of new ideas.

The New Federalism also asks the career executive to accept the proposition that Federal activity needs basic and sweeping reassessment. Although it is possible to fault a few of the conceptions on which the programs and policies of Presidents from Hoover to Nixon have been based, they have been, by and large, honest, concerned responses to the American people's needs. From time to time Government has redirected and given a

little more than lip service to reexamining those policies and the programs to carry them out. What it has not done, particularly in the career bureaucracy (and I use that word in its best sense), is to help its political leaders *rethink* what the Federal Government is trying to do. Consequently, domestic programs have tended to establish huge, cumbersome machinery. Today it is creaking badly.

The signs of the need to rethink have been a manifestation of the accelerating change that moves dizzily on. For over ten years there has been determination to solve the problems of *people,* as contrasted with the problems of abstract subject-matter concerns, but there have been few changes in pattern of authorization, management philosophy, and administrative procedures.

An illustration is to be found in the experience under our highly complex system of grant-in-aid programs. Every Federal assistance program needs to have its intent and design rethought. The large number of increasingly narrow, specialized programs classified as "categorical grants" has centralized power in Washington. In turn, this centralization causes warranted criticism and crisis in delivery of service at every other governmental level—including the level of Federal field establishments, which often know far more about the real needs of their areas than the home office on the Potomac. Worse, to the extent that these categorical grant programs overlap, potential waste and inefficiency pyramid. Different rules and regulations not only irritate, and confuse, and dishearten—they also create an ennervating disease in administration.

Reform of the basic system for delivery of services to solve problems which most Americans can no longer solve by their own endeavors can do much to manage changes in our society. Every career executive must make himself a part of this effort. Collectively the career service must assist in rethinking national needs and priorities from the perspectives which career executives can bring to one or many aspects of those needs. I repeat—this will require abandonment of the narrow parochialism of the old Federalism.

I come back now to the cornerstones of the New Federalism in another context. Responsible decentralization, concern with basic systems, greater emphasis on the effective delivery of government services, and full use of the combined powers of Federal, State, and local governments do not, in themselves, appear to be much concerned with personal equations. Nevertheless, attention to personal equations is essential.

For a good many years, in my travels about the United States, I detected an obnoxious (no matter whether well founded) attitude of superiority and condescension on the part of Federal personnel when dealing with their State and local "clients," as they were so often called. The prevailing attitude all too frequently appeared to be that State and local personnel were not counterparts and colleagues, but somewhat inferior beings deserving only of reluctant Federal largesse of dollars, ideas, and ability.

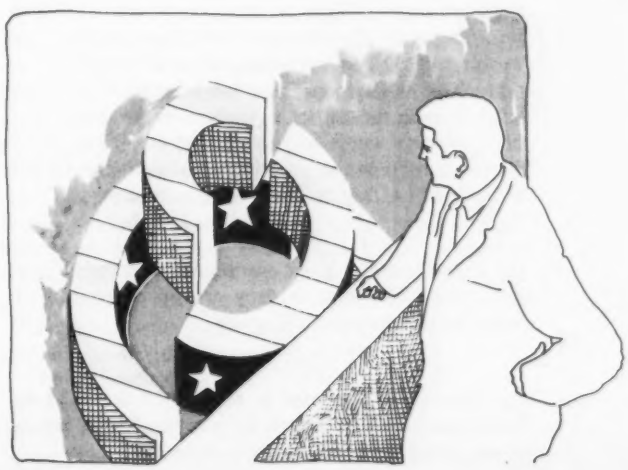
Fortunately, this attitude is changing rapidly. I urge every career executive to accelerate that change. We cannot afford to await complete rounding out of statutory authority needed to make formal programs of efforts to elevate and improve the quality of State and local government personnel.

There is already available the initial program of the Civil Service Commission under the Intergovernmental Personnel Act, and there are things which can be done without money or formal programs. There is nothing in the job sheets of career executives which prohibits them from extending the hand of fellowship to State and local counterparts.

I urge you: Help them, guide them, instruct them, and do not ignore them. The measure of the career executive's success in establishing the partnership on which the New Federalism depends is not how fast he moves toward less Federal intervention in State and local affairs and those of his neighbors, but how convincing he is in proving that he is a partner in managing the public's business.

The New Federalism, in spirit and concept at least, promises more opportunities for the career executive to "think big" in his attempts to shape the future. Obviously there are vastly different priorities for Government undertakings in different geographic regions of the United States and different segments of our society.

The Federal career executive can bring important experience and imaginative insight into the local response to local priorities whether under such a bold approach as the revenue-sharing advocated by the Administration or under a going program such as the manpower development activities of the Department of Labor. In enterprises like these, the careér executive will be greatly helped by the Regional Councils and the common regional boundaries which the Adminis-



tration has established for the Federal agencies concerned with social programs.

I cannot refrain from making a slanting reference to one other aspect of the relationship between the New Federalism and the career executive. It is my belief that our civil service career systems need extension and liberalization which will permit and foster much greater mobility, not only in Federal programs, but between all levels of government. The Intergovernmental Personnel Act is only a line of departure for mitigating or getting around some present limitations. It does not remove them.

We all need to ponder how we can devise governmental personnel systems which will make it much easier to get "the right man, in the right place, at the right time." Complacent, letter-of-the-law use of old personnel tools and so-called "merit systems," buttressed by the negatives and prohibitions of many laws and more regulations, will not do the job. There is need for as drastic and forward-looking a set of new approaches as those adopted in recent years for handling labor-management relations in public jurisdictions.

Many persons feared that modern labor-management relations programs would present a threat to the integrity of civil service systems. No such threat has materialized. On the contrary, experience with such programs has pointed the way to basic improvements in public personnel administration. I find no reason to believe the same would not be true by liberalizing our personnel laws. Just as we can no longer assume that a statutory prohibition against strikes justifies indifference to what causes the public employee to want to strike, so can we no longer assume that the rigidities of present personnel laws and systems justify indifference to the inefficiencies they create.

In closing, let me quote President Nixon: "The time has come to assess and reform all of our institutions of government at the Federal, State, and local levels. It is time for a new Federalism, in which, after 190 years of power flowing from the people and local and State governments to Washington, it will begin to flow from Washington back to the States and to the people."

Much of the responsibility for bringing this to pass will fall upon the career executive. He has more than the President's words to guide his efforts. Those words have their roots in the Constitution—in Articles IX and X of the Bill of Rights. They read, respectively,

Article IX

The enumeration in the Constitution, of certain rights, shall not be construed to deny or disparage others retained by the people.

Article X

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

TRAINING DIGEST

EEO TRAINING FILM

A new 16 mm. color film, "The Supervisor and Equal Employment Opportunity," has been produced by DATAFILMS, a Los Angeles producer of training films, at the request and with the technical assistance of CSC.

Running 35 minutes, the film is directed to the responsibilities of the individual supervisor in supporting equality of opportunity and points up supervisory responsibility for affirmative action in the context of the Federal EEO program based on Executive Order 11478.

CSC has strongly recommended that the film be used in all agency supervisory training programs in equal employment opportunity. It may be purchased from DATAFILMS, 2625 Temple Street, Los Angeles, Calif. 90026, at $185 per print. Each print will be accompanied by a Conference Leader's Guide developed by CSC.

INTERGOVERNMENTAL PERSONNEL ACT

The Civil Service Commission has recently published regulations, changes, and guidance (FPM 410, Appendix B) for the implementation of section 302 of the Intergovernmental Personnel Act of 1970. This comprehensive authority permits all Federal agencies to open their training programs to State and local government employees and officials. The training may be provided with or without reimbursement, as conditions warrant. Any reimbursements received from State and local governments may be credited to the appropriation or fund used for paying the training costs.

Agencies are encouraged to take full advantage of this opportunity to assist State and local governments in dealing with their manpower problems. Vigorous implementation can help to bring about better community relations for Federal agencies, better administration in State and local governments, and better government for us all.

ADP TRAINING FOR LOW-SKILLED

CSC's Bureau of Training has developed and put into operation a unique ADP training facility as part of the Public Service Careers Program. This new service provides Government agencies in the Washington, D.C., area with a practical means for giving Public Service Careers trainees a valuable opportunity for career advancement through training in data processing.

What makes this new resource (a specially designed complex of training rooms equipped with a latest model third-generation computer and other supportive data processing equipment) different is that the facility and staff are dedicated solely to training low-skilled, underutilized Government employees. There has never before been an investment quite like this for low-level employees in the Federal service.

Agencies now have at hand a new way to meet many of their data processing manpower needs, by hiring or selecting from within their own organizations people for data processing jobs who otherwise would have remained unqualified. The four courses in the PSC-ADP Training Program are not intended or offered as substitutes for existing computer training resources, nor are they intended for those people already qualified for data processing jobs or other training in ADP. The purpose is to change unskilled employees into workers with skills, knowledge, and experience in saleable ADP occupations.

The first two PSC-ADP courses began in June. The 4-week cardpunch class graduated in July and the 8-week computer operator class in August. Participants are back at their agencies working in their new jobs.

For additional information, write or call Director, ADP Management Training Center, Bureau of Training, Civil Service Commission, Washington, D.C. 20415, telephone (202) 632–5650.

EDUCATION FOR PUBLIC MANAGEMENT

Eighty-eight Federal and State government employees were selected to participate in the 1971–72 Education for Public Management Program.

In a message to department and agency heads, President Nixon called this program "a central element in the Federal executive development effort."

The program provides each participant with a year of graduate study at 1 of 8 major universities. Participants selected represent 19 different Federal departments and agencies and 1 State government.

Formerly known as Career Education Awards, the name of the program changed in 1971 to Education for Public Management to more accurately reflect the evaluation of the program since its inception.

"OPERATION WEST"

A new National Indian Training Center operated jointly by the Bureau of Indian Affairs and the Civil Service Commission is now open at Brigham City, Utah.

The Indian Training Center provides in-service and preparatory training for Indian men and women seeking employment and advancement in Federal, State, and tribal government jobs. The Center offers a broad range of training and retraining courses with particular emphasis on preparation for management jobs. Courses are also available to Federal, State, and local government employees, even though non-Indian, whose agencies are directly involved with Indian affairs.

When announcing the September opening of the Center, Secretary of Interior Rogers C. B. Morton said: "This unprecedented, large-scale management-and-operations training program for Indians is hopefully designed to bridge the gap between the dream and the reality of Indian direction of Indian affairs. We will be seeking to uncover and develop enough Indian talents to assure that tribal government and other government programs are providing the maximum in benefits to the Indian people."

It is expected that upwards of 500 Indians may be enrolled annually in the program. Plans call for continuing expansion of the curricula as new personnel needs emerge.

Modern, well-equipped classrooms, a 25,000-volume library, and extensive audio-visual equipment will be available through BIA's Instructional Services Center at Intermountain, where educational materials are produced and teacher training programs are developed for BIA schools.

Tribal leaders will be consulted in both determination of training needs and in development of courses to meet the needs. Technical manpower for course development and instruction will be provided by CSC's Denver Regional Training Center and BIA. Personnel of both those agencies, other Federal agencies, tribal groups, and educational institutions will conduct the classes.

TRAINING RESOURCES AND TECHNOLOGY

CSC's Bureau of Training recently updated and distributed a *Guide to Training Resources and Information Publications.* A limited number of additional copies are available from Office of Agency Support, Bureau of Training, Civil Service Commission, Washington, D.C. 20415.

Another Bureau of Training publication is *Computer Assisted Instruction: A General Discussion and Case Study,* the fifth in the Training Systems and Technology Series. Previous issuances in the series have introduced the instructional systems approach and have examined various aspects of training technology.

This paper discusses CAI in general and focuses on the U.S. Naval Academy's experience in this area. It provides training specialists with a discussion of considerations so that they can make a more meaningful decision in relation to CAI. These considerations are the availability of appropriate resources, the type of subject matter, the importance of the need for individualization, and the number of students.

The publication is on sale for 30 cents by the Superintendent of Documents, U.S. Government Printing Office.

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HIGHLIGHTS OF AMENDED LABOR-RELATIONS CHARTER

by David S. Dickinson

To strengthen collective bargaining by broadening the scope and encouraging the use of the negotiation process, to broaden third-party involvement, to clarify the status of the exclusive representative—these are the sweeping implications of the changes made in Executive Order 11491, Labor-Management Relations in the Federal Service, by E.O. 11616 signed by the President on August 26 and effective November 24, 1971.

Following is a summary of the major changes—all designed to promote more responsible and stable labor-management relations.

TO STRENGTHEN COLLECTIVE BARGAINING

Provisions for negotiated grievance-arbitration systems are revised to clear up some of the overlap between agency grievance systems based on regulations and negotiated procedures established by labor agreements. Hereafter, all agreements will require negotiated grievance procedures which will be limited to interpretation or application of the agreement itself and will be the *exclusive* procedure for such grievances. This provides an incentive for more comprehensive agreements.

Use of official time for employees who represent labor organizations in bargaining is itself a negotiable item—but within fixed bounds. Arrangements may be worked out between the parties for official time up to either 40 hours or one-half the total time spent in negotiation by each employee representative during his regular working hours. The official time negotiated is applicable to "negotiation of an agreement, from preliminary meetings on groundrules, if any, through all aspects of negotiations, including mediation and impasse-resolution processes when needed." But the number of union representatives on official time must be reasonable, and normally should not exceed the number of management representatives. This, too, is bargainable.

Agency recovery of checkoff costs—administrative charges for deduction of union-dues allotments—is removed from mandatory status to the bargaining table. If the agency agrees to no service charge or reduced charge below actual cost of the dues-withholding service, presumably it would be done on the basis that offsetting benefits of commensurate value would be obtained from the labor agreement.

Cost-sharing arrangements for arbitration, like other features of the negotiated system, also become a matter to be worked out at the bargaining table between the parties themselves. The specific condition that negotiated grievance procedures must meet requirements established by the Civil Service Commission is eliminated.

TO BROADEN THIRD-PARTY INVOLVEMENT

In disputes over whether a particular matter at issue is subject to resolution under the negotiated system the Assistant Secretary of Labor for Labor-Management Relations becomes referee.

Unfair-labor-practice (ULP) decisions come within the exclusive jurisdiction of the Assistant Secretary—subject to appeal to the Federal Labor Relations Council. However, issues that properly can be raised under an appeals procedure cannot be processed under the ULP procedure. Grievances involving ULP allegations can be raised under the ULP procedure or grievance procedure (not both) at the option of the aggrieved person.

Disputes processed outside ULP procedures will not be construed as ULP decisions or serve as ULP precedents.

TO CLARIFY EXCLUSIVE REPRESENTATION

Arbitration of grievances under the negotiated system no longer requires approval of the employees involved. The exclusive representative is the sole authorized representative on grievances brought—singly or jointly—under the negotiated procedure.

The right to be present at the adjustment also is enjoyed by the exclusive representative in cases where employees, alternatively, present their grievances on matters arising under the agreement directly to agency management for informal adjustment consistent with the terms of the negotiated agreement.

IMPACT OF OTHER AMENDMENTS

- Overtime, premium pay, or travel expenditures are not authorized for employees representing labor organizations in negotiations with agency management.
- The words "asserts the right to strike" are deleted from provisions that preclude recognition as a "lawful labor organization." But this does not alter the order's basic ban on strikes against Government.
- The word "professional" is added to the list of lawful associations with which agencies can consult. This is not new authority—merely a clarification.
- Reflecting arrangements within the executive branch for management of Federal labor relations, the order provides that the Civil Service Commission, in conjunction with the Office of Management and Budget, shall establish and maintain a program of policy guidance and review. CSC continues its day-to-day program of technical advice, information, and training assistance to agencies.

reduction in force

When someone must go . . . How do you decide who stays?

by Loy L. Wood

Reduction in force is a nasty business. It can interrupt the smooth flow of work in an agency. It can damage the morale of the work force. It can shake the economy of a community. It can put individuals and families on relief.

Nobody likes reduction in force.

The universal dislike for reduction in force is easily converted to dislike for the procedures by which it is accomplished, and there is the rub. If you listen to the chorus of criticism directed at the reduction-in-force procedures you might not understand that the procedures do nothing more than rank the competing employees to show the order of layoff—that is, who goes and who stays when circumstances require one or more employees to be laid off. On the contrary, you might think the procedures themselves were the cause of layoffs and that all of the harmful effects could be avoided if only the procedures were improved. Everybody who is affected by reduction in force, or threatened by it—directly or indirectly—knows exactly what is wrong with the procedures and what needs to be done to improve them.

Now if all of the critics agreed on what would improve the procedures it would be a simple matter to amend the controlling law and regulations. For example, if *everyone* agreed that the heads of agencies should have greater freedom to decide who goes and who stays when someone has to go, Congress surely would amend the law which gives veterans higher retention standing than nonveterans. On the other hand, if *everyone* agreed that length of service should be the sole ranking factor, Congress surely would amend the law which requires consideration of other factors, including performance ratings. Similarly, if *everyone* agreed that an outstanding performance rating should be more important than it is in ranking employees, the Commission surely would amend the regulation which declares an outstanding rating to be worth as much as four years of service. Or, if *everyone* agreed that there should be more bumping from one job to another (or less bumping), the Commission surely would amend its reduction-in-force regulations to require more bumping (or less bumping).

Understandably, however, the critics represent several conflicting schools of thought, no two of which agree on what would improve the procedures. Managers generally want greater freedom to decide who stays when someone must go. Employees at the top of the present ranking generally would prefer a more mechanical, less judgmental procedure to strengthen their own relative safety from reduction in force. Employees further down in the present ranking tend to belittle the factors by which they are outranked, such as length of service, and their suggestions for improving the procedures often urge consideration of factors in which they may excel: youth, eagerness, ability, creativity, value to the organization, and excellence of performance.

In addition, many an employee and many an employee's wife have criticized the procedures for not requiring working wives to be the first laid off in any reduction in force. Parents and guardians of retardates have urged that these unfortunates should never be laid off. Some agency officials and employees have urged that employees nearing retirement age should be made increasingly vulnerable to layoff. Others argue per-

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MR. WOOD is a Personnel Management Specialist in the Civil Service Commission's Bureau of Policies and Standards.

suasively that an employee should be entirely immune to reduction in force in the closing years of his Federal career.

In short, everyone would prefer that someone else be laid off, and anyone can find something wrong with the procedure that allows him to be laid off.

With the announcement in 1969 of extensive personnel reductions to come in the Defense establishment, the chorus of criticism of the reduction-in-force procedures reached such a pitch that the Commission set out to find exactly how the procedures work and how they affect the service in general, the reducing agencies in particular, and the employees involved. The Commission felt it had to know how much substance there might be behind such assertions as these:

- Use of the Commission's procedures will result in an overall lowering of the efficiency and effectiveness of the Federal service.
- The procedures are too inflexible, provide management too few options, require too much indiscriminate bumping, and provide too little recognition of job performance and mission requirements in the selection of employees to be retained.
- The use of veteran preference as a retention factor is unfair and discriminatory to all nonveteran employees and to women, especially, since they have not had as much opportunity as men to enter military service.

The Commission announced at the beginning of its study that if it found substantial evidence to support such assertions, it would amend its regulations as much as possible within the requirements of the law and would present to Congress its findings and recommendations for changes in the law.

The Commission study was exceedingly thorough. It produced a mass of data on the workings of the procedures, but it uncovered no convincing evidence of harm to the reducing agencies, of unfairness to employees, or of need for change in the law. It did produce many arguments for change and some indications of areas that might be improved by amending the regulations. After much soul-searching the Commission selected five areas for consultation with agencies, unions, and veterans organizations. These were presented not as Commission proposals, but as areas of possible change, along with some of the arguments for and against change.

The areas of possible change were presented in this manner:

(1) The retention value of performance.

At present, an outstanding performance rating is worth four years of service. Some people argue it should be worth more than four years—maybe as much as ten years. Others argue we should give no bonus for performance, but rely solely on length of service. The law says only that we should give due effect to performance rating. What is due effect?

The Law on Layoffs

The Civil Service Commission shall prescribe regulations for the release of competing employees in a reduction in force which give due effect to—

(1) tenure of employment;

(2) military preference . . .;

(3) length of service; and

(4) efficiency or performance ratings.

A preference eligible employee whose efficiency or performance rating is "good" or "satisfactory" or better than "good" or "satisfactory" is entitled to be retained in preference to other competing employees. . . .

—Chapter 35, Title 5, United States Code

(2) Effective date of determinations of retention standing.

At present, the assignment of an outstanding performance rating may change the relative retention standing of employees after reduction-in-force notices are issued. Similarly, a change in General Schedule salary rates or wage rates may change employees' entitlement to other jobs after notices are issued. Such changes may cause extra work in the personnel office but, more important, they may cause real hardship to employees. The question is, should these factors be frozen on the day notices are issued?

(3) Maximum length of notice.

The present 90-day maximum length of notice sometimes works to the disadvantage of both the agency and the employee. It has caused agencies to be reversed for procedural violation on appeal when they have inadvertently exceeded the maximum. It has caused employees to be separated from the service a few days or weeks before another job became available, when a brief extension would have prevented a break in service. The question is: If there should be a maximum length of notice period, how long should it be?

(4) Bumping and retreat rights.

This deals with the right of one employee to displace someone else in a different type or grade of work. One of the requirements for an employee to bump or retreat into a different job is that he be qualified for the job and have all of the necessary knowledges, skills, and abilities that will make it possible for him to do the job acceptably without a significant amount of training and without undue disruption of the work. Nevertheless, some people argue there is too much bumping and disruption under the present rules. Others argue the present

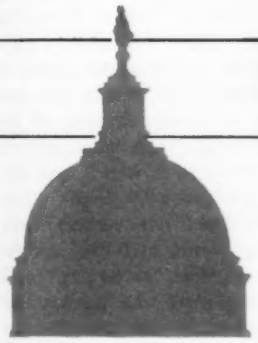
rules are too restrictive and do not permit enough bumping to protect career employees. If there is too much bumping, how should it be limited? If there is too little, how should it be expanded? Should the bumping rights of some categories of employees be reduced? Should some categories of employees be exempt from bumping by other employees?

(5) Deletion of name from reemployment priority list.

Career employees separated in reduction in force are entitled to priority consideration for reemployment for two years or until they are reemployed. Some employees have found jobs in other agencies but have still been given priority for reemployment in their old agencies. The question is, should a person's priority stop when he is appointed in a different agency?

Nearly every agency and organization that was invited to comment on the possible changes did so. Some of the responses reiterated traditional attitudes, but many offered well-reasoned arguments in favor of some and against others of the possible changes. As a result, it seems almost certain that the Commission will approve some changes and drop others. Inevitably, some of the interested parties will be displeased—whatever the Commission does. Hopefully, not everyone will be displeased by everything the Commission does.

Any changes that are to be made probably will be published early in 1972. #



a LOOK at LEGISLATION

Personnel legislation enacted by the 92d Congress, first session, through August 6, 1971:

APPROPRIATED FUND RESTRICTIONS

Public Law 92–49, approved July 9, 1971, title VI, section 609, of the Treasury, Postal Service, and General Government Appropriation Act, 1972, bars the use of funds under this or any other act to finance interdepartmental boards, commissions, councils, committees, or similar groups under section 214 of the Independent Offices Appropriation Act, 1946, which do not have prior and specific congressional approval of such method of financial support.

EMPLOYMENT RESTRICTIONS

Public Law 92–77, approved August 10, 1971, title VII, section 704 of the Departments of State, Justice, and Commerce, the Judiciary, and Related Agencies Appropriation Act, 1972, bars the use of funds under this act to pay the salary of any Federal employee who is finally convicted in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned.

PERSONNEL CEILING

Public Law 92–48, approved July 9, 1971, section 308 of title II, the Office of Education and Related Agencies Appropriation Act, 1972, bars the use of funds under this title for additional Federal positions in the Washington area if the proportion of additional positions in the Washington area in relation to total new positions is allowed to exceed the proportion existing at the close of fiscal year 1966.

Public Law 92–80, approved August 10, 1971, the Department of Health, Education, and Welfare Appropriation Act, 1972, title II, section 206, contains identical provisions.

Public Law 92–119, approved August 13, 1971, amends subsection (h) of section 709 of title 32, United States Code, to provide a permanent statutory ceiling for National Guard technicians by raising the present ceiling from 42,500 to 49,200 in fiscal year 1972 and to 53,000 in fiscal year 1973 and beyond.

POLITICAL ACTIVITY (HATCH ACT)

Public Law 92–54, approved July 12, 1971, section 12(h) of the Emergency Employment Act of 1971, bars financial assistance under the act for programs involved in political activity and provides that neither the program funds provided therefor, nor personnel employed in the administration thereof, shall be in any way or to any extent engaged in the conduct of political activ-

ities in contravention of chapter 15 of title 5, United States Code.

RETIREMENT (JUDGE'S SURVIVORS)

Public Law 92–41, approved July 1, 1971, section 4 of the Renegotiation Act Amendments of 1971, amends section 7448(m) of the Internal Revenue Code of 1954 to provide that a Tax Court judge's survivor annuity be computed on the basis of his salary as a reemployed annuitant.

Status of major personnel legislation on which some action was taken by the 92d Congress, 1st session, through August 6, 1971 (see also *Journal*, Vol. 12, No. 1):

APPOINTMENTS (AGE LIMITS)

H.R. 8085, as reported to the House amended, repeals section 3307 of chapter 33, title 5, United States Code, concerning age limit restrictions in appointments, and adds a new section 7155 to chapter 71, title 5, United States Code, to authorize the President or his designated agent to establish a maximum age limit for making an appointment to a position in an executive agency or in the competitive service when the maximum age requirement is established on the basis of a determination that age is a bona fide occupational qualification reasonably necessary to the performance of the duties of the position. The bill requires the President or his designated agent to transmit to the House and Senate Post Office and Civil Service Committees a full report, justifying the need for any maximum age requirement which may be established under section 7155. The report is to be transmitted at least 60 days prior to the date that the maximum age requirement is placed into effect.

Reported to the House by the Committee on Post Office and Civil Service; pending House action.

EQUAL RIGHTS (WOMEN)

H.R. 3628 provides equality of treatment for married women Federal employees. Section 1 amends section 2108(3)(D) and (E) of title 5, United States Code, to equalize veteran preference benefits for spouses of ex-servicemen and ex-servicewomen. Section 2 amends section 5924(3) of title 5, United States Code, to guarantee that married women employees in foreign areas receive the same separate maintenance allowance as do married male employees. Section 3 adds subsections (b) and (c) to section 7152 of title 5, United States Code, to provide that married women employees of the Government shall receive the same benefits as do married male employees under any law or regulation granting benefits to employees of the Federal Government.

Passed the House; pending before Senate Committee on Post Office and Civil Service.

PAY (OVERTIME)

H.R. 8689 and S. 2382 amend section 5542(a) of title 5, United States Code, to extend to certain Federal employees having part-time or intermittent tours of duty the right to be paid at overtime rates of pay for work in excess of 40 hours a week, on the same basis as is now authorized for full-time employees.

House bill passed the House; both bills pending before the Senate Committee on Post Office and Civil Service.

PAY (WAGE BOARD)

H.R. 9092 enacts into law established principles and policies for setting the pay of prevailing rate employees. The act makes the following changes in the current operating system: (1) establishes a Federal Prevailing Rate Advisory Committee to replace the advisory committee currently established by administrative action to guide the Coordinated Federal Wage System; (2) provides for a wage schedule of 5 steps instead of the present 3; (3) provides automatic step advancements after 26 weeks in step 1, 78 weeks in step 2, and 104 weeks in steps 3 and 4; (4) provides a 7½% pay differential, nationwide, for scheduled nonovertime work during the 3 p.m. to midnight shift, and 10% for the 11 p.m. to 8 a.m. shift; (5) provides "saved pay" for 2 years for prevailing rate employees who are reduced in grade on the same basis as is now provided for General Schedule employees; and (6) brings employees of nonappropriated fund activities of the Armed Forces and employees of the Veterans' Canteen Service under the prevailing rate pay system.

Passed House; pending before the Senate Committee on Post Office and Civil Service.

RETIREMENT

S. 1483 and H.R. 7138, under section 5.6(b)(1) of the Farm Credit Act of 1971, provide that each officer and employee of the banks in the system who on December 31, 1959, was within the purview of the Civil Service Retirement law shall continue such coverage during his continuance as an officer or employee of any such banks or of the Farm Credit Administration without a break in continuity of service. The act also provides that any person who on December 31, 1959, was within the purview of the Civil Service Retirement law and thereafter becomes an officer or employee of any such banks without a break in continuity of service shall continue under the system during such continuous service.

Senate bill passed Senate; hearings began in House on House bill; both bills pending before House Committee on Agriculture.

—Ethel G. Bixler

Essential to the ability of our Federal system of government to deal with the challenges of our times is an effective, well-trained public service at all levels. How the Department of Commerce has responded to this need in one area—the training of auditors—is described in this article.

IMPROVING INTERGOVERNMENTAL OPERATIONS THROUGH TRAINING

by Larry A. Jobe

Assistant Secretary for Administration
Department of Commerce

"The Federal Audit Report Writing Course will be extremely helpful in our line of work at the State level," wrote Robert C. McKee, Department of Audits and Accounts, State of South Dakota.

"One of the best and most significant seminars I have attended," wrote James W. Curnuth, State Auditors Office, State of Washington.

These comments are typical of those received from many of the 220 State and local auditors who attended training courses presented by the Interagency Auditor Training Center in 1971.

In the two complete fiscal years (1970 and 1971) since passage of the Intergovernmental Cooperation Act, the Center has awarded training certificates to 259 auditors from State and local audit departments, and in 1971 they accounted for fully 25 percent of the Center's enrollment. Now that the Intergovernmental Personnel Act has become law, and with the emphasis even greater on strengthening State and local personnel resources, the projection for FY 1972 is for up to 400 enrollments from this source. These would account for as much as 40 percent of the Center's trainees for the year.

The higher enrollments are strongly influenced by the increasing recognition of the value of auditing as a means of improving government operations and by the resulting greater demands on State and local government auditors and their staffs. Governmental auditing at all levels has moved from strictly financial examinations to a broader and deeper inquiry into the method of program performance. This calls for competence in determining compliance with legal and administrative requirements and in highlighting problems that need attention in attaining greater economy, efficiency, and effectiveness.

IN THE BEGINNING

The Interagency Auditor Training Center was not developed originally to provide intergovernmental training but rather was created to meet the training needs of several Federal agencies.

Larger audit organizations such as the General Accounting Office and the U.S. Army Audit Agency have for several years provided their audit staffs with formalized in-house training. Agencies with smaller audit staffs, however, did not have individually the resources necessary to conduct formalized training programs.

In December 1967, Sidney Baurmash, currently Director of Audits for the Department of Commerce, met with the audit chiefs of several Federal agencies with similar training needs to propose a solution. Commerce, Labor, Housing and Urban Development, District of Columbia Government, Department of Transportation, Office of Economic Opportunity, Post Office, National Science Foundation, Federal Housing Administration, and Small Business Administration agreed that the training needs of smaller audit departments could best be

met by a cooperative pooling of resources to establish a training center.

With several agencies agreeing to serve as sponsors, the stage was set to push for establishment of a Center.

Personnel and training advice was provided by the Commerce personnel staff. The Civil Service Commission's Bureau of Training provided the group with technical guidance on establishing the Center as an interagency activity. The Commission requested that the training be made available to Federal agencies other than the sponsors and officially approved the establishment of an interagency training center for auditors in May 1968.

ADMINISTRATION

The Center is organizationally located in the Office of the Assistant Secretary for Administration, Department of Commerce. It is managed by a Director—Andy Platt—who is a professional auditor in addition to being a skilled training officer. Representatives of the sponsors act as a Board of Directors and meet with the Center's Director to discuss broad policy and major problems as the need arises.

The Center is a self-supporting, reimbursable activity with tuition receipts sufficient to maintain a quality program. Roughly 27 different courses are offered—all of them dealing with some aspect of the audit function. The length of the course varies from 2 to 5 days depending on subject matter. They run the gamut from written communication for auditors to graphic and computational analysis techniques as an audit tool.

GROWTH OF INTERGOVERNMENTAL ENROLLMENTS

Two years ago when it became possible to include State and local auditors in the program, the Director wrote to the Chief Auditors in all 50 States to obtain some soundings on the idea of extending the facilities of the program to their staff members.

The replies were very responsive. A typical one from Colorado stated: "It is both interesting and gratifying to note the interest expressed by State organizations from this area. I have no doubt that the Interagency Auditor Training Center program will go far toward improving Federal-State relationships with corresponding improvements in financial management programs."

And from California: "The lead your agency is taking toward training governmental auditors is to be highly commended. The courses offered by your agency appear to be the program many of us have been waiting for."

The States also responded with nominations and during FY 1970 a total of 39 State and local auditors attended the Center's programs.

In addition to inquiries and suggestions from the States and their nominees, there were other developments during the year to indicate that the Center should arrange its operations to be even more accommodating to State and local training needs.

The Administration's concept of New Federalism began to take shape—particularly the concept of revenue-sharing—and it became apparent that State and local auditors would play a vital role in the success of such programs. I asked the Center to make a special effort to coordinate the audit capabilities of State and local government, and as a result special courses were developed for FY 1971 that dealt specifically with the interface between the Federal auditor and his counterpart at the State and local level. They were then offered in locations convenient to State and local nominees, for example, in Olympia, Wash., and Pierre, S. Dak. During FY 1971, 24 States sent nominees to 20 different courses.

Further involvement by State and local departments was sought—the same kind of involvement that had inspired some 58 Federal auditors and other specialists to serve as volunteer instructors during the short history of the Center. The Audit Departments of Maryland and Florida volunteered instructors.

The Center's curriculum was also strengthened by the agreement of the Deputy Director for Grants of CSC's Bureau of Intergovernmental Personnel Programs to serve as a consultant on intergovernmental matters and also to lecture on the subject.

FUTURE PLANS

With the new broadened charter to admit State and local government employees to Federal training programs under the Intergovernmental Personnel Act, even larger contingents of audit trainees from other governmental jurisdictions will be expected in Center courses during the next several years.

Another factor affecting the program is that the auditing of law enforcement grants in accordance with Justice Department standards is becoming the responsibility of the States and will require appropriate training. The Department of Justice has asked the Center to offer training to over 200 auditors from 50 States and 5 territories.

Additional States are expected to ask that training programs be conducted within their boundaries; New York and Kentucky have done so already.

The mix of Federal, State, and local auditors in the classroom has provided a valuable interchange of ideas and better understanding of the nature of each other's areas of responsibility.

As the program continues and grows, it will lead to a more effective working relationship and understanding at the various levels of government. There are many avenues of approach that contribute to improving intergovernmental relations. The Interagency Auditor Training Center's program is one of the most forward looking and innovative. #

Task Force on Job Evaluation

PERSONAL COMPETENCE RANKING

Position classification, by definition, holds that it is the duties and responsibilities of the position which are classified—i.e., assessed as to kind and level of work—rather than the unique talents and abilities of individual incumbents. Positions, not people, are the proper objects of measurement. This approach, generally conceded to be appropriate for highly routinized or structured jobs, has often been criticized as being inadequate for measuring professional jobs where the individual may have a material effect on the nature of his job. How, for example, does one analyze and measure the level of difficulty of a position involving a vaguely defined research project performed by a scientist of unique creativity and originality?

The Civil Service Commission class standards program has attempted to resolve this dilemma through the concept of "impact of the man on the job." The Research Grade Evaluation Guide, for example, recognizes ". . . that where the nature of the research situation involves a high potential for original and creative work, the work of the position may be performed at any one of several levels, depending in part upon the level at which the incumbent is capable of working and his motivation. This leads to what may be termed a 'man-in-job' concept, based on the interaction of the assignment and the incumbent." Other standards employ similar language.

Nevertheless, because the concept ultimately rests on classification of the duties and responsibilities of the *position*, full attention cannot be given to the *individual*. The Job Evaluation and Pay Review Task Force is therefore proposing Special Occupations Evaluation Systems (SOES), based on "Personal Competence Ranking," for several occupations which lend themselves to such an approach. The purpose is to encourage and facilitate the making of personal competence evaluations so that the Federal Government can compete on a more equitable footing with private industry for the highly important professional personnel who will be needed in the years ahead.

At present the Task Force has identified four or five occupations for which this approach would be appropriate: attorneys, health services personnel involved in direct patient care, scientists and engineers engaged in research and development, and teachers. CSC would have responsibility in the future for determining whether other occupations warrant similar treatment.

The operation of the system would vary in detail from occupation to occupation, but in outline each individual system would have the following characteristics:

—*CSC* would be responsible for:

- establishing Government-wide policies, standards, and procedures for the proposed system
- reviewing and evaluating application of the system to assure equity and consistency
- determining coverage of the system, including decisions on specific occupations to be covered.

—*Agencies* would be responsible for:

- developing agency policies, standards, and procedures for the proposed system
- establishing evaluation panels
- reviewing and evaluating application of the system for equitable and consistent practice
- recommending improvements in the system to the Civil Service Commission
- determining that the position is properly covered by the Special Occupations Evaluation Systems.

—*Panels* would be responsible for approving:

- eligibility for initial employment at any level
- eligibility for promotion from one level to another
- eligibility for quality salary increases and awards
- reassignments and long-term training for employee development.

—*Managers* would be responsible for:

- determining the job assignment consonant with the employee's qualifications
- recommending promotions from one level to another
- recommending salary increases and employee development programs
- making final selection for initial employment from those certified as eligible at each level by the panel.

The key roles in this system would be played by professional panels and program managers rather than by position classifiers. This is not intended to diminish in any way the role of position classifier. Under the above concepts, the position classifier becomes an adviser and consultant to management. His areas of responsibility include developing and training management in job evaluation techiques, assisting in organizational structuring, working with management on job structuring, and acting in an advisory capacity on career development, upward mobility, and manpower utilization. The position classifier, therefore, becomes an ex-officio member of the manager's staff providing maximum service but is without control responsibilities.

The Task Force proposal emphasizes the dual career ladder. Under the traditional classification approach, with its emphasis on an analysis of duties, responsibilities, and location in the organizational hierarchy, non-

managerial professionals have often found their careers truncated.

If the Federal Government is to attract, motivate, and retain its fair and needed share of the professional talent of this country, it will have to provide, as private industry normally does, for full salary and status growth either through a managerial or a professional/nonmanagerial ladder. This expanded concept of a dual ladder of progression offers management the opportunity to more effectively utilize the specialist and to more efficiently select those individuals with the capacity and desire to become a part of the management team.

In either case, management can offer a full blown career in terms of skill level and salary range to the top of the system. As a by-product of this concept, it enables management to be more realistic in its job classification since pay relationships are no longer hinged to job assignments. Finally, in each of these special occupations, competitive salary ranges will be developed on an occupational basis so that each occupation has its own pay scale comparable with that of its counterpart in the non-Federal sector. *—Barry E. Shapiro*

RECRUITERS ROUNDUP

VETERANS AND THE HANDICAPPED

Government personnel people, like those in most occupations tend toward specialization. Usually it's all to the good, but on occasion it can result in something falling through the cracks, as they say.

For example, since contacts with educational institutions are handled by recruitment representatives, many placement directors and guidance counselors never have occasion to meet a coordinator for employment of the handicapped or a veterans assistance specialist, even though the college placement office's clients include veterans and handicapped students.

They should know that the Federal Government is a most hospitable place for handicapped persons to make careers, and that it has people and procedures to assist them in getting started. Among the latter are a variety of arrangements designed to permit fair evaluation of persons who would be able to perform on the job but cannot perform in examinations used to evaluate applicants' potential. An example is special arrangements for the blind in exams involving written tests. For some time the Federal service has had procedures for employing severely handicapped persons through excepted appointments. Recently, a new provision was added, that such appointments may be based on certification by the vocational rehabilitation counselor of a State agency or of the Veterans Administration that the handicapped person is able to perform the duties of a job.

MAXIMUM ASSISTANCE

Returning veterans continue to find it difficult to obtain satisfactory employment. President Nixon recently reiterated the Nation's obligation to these veterans and the Government's policy of maximum assistance to them in their efforts to resume normal civilian activities. Federal recruitment representatives should be familiar with the various provisions implementing the policy, including veteran preference and FPM Letters 307–3, 5, 6, and 7, and help assure that they are carried out.

FEDERAL RECRUITING OUTLOOK

Several recent Administration actions bear directly on the Federal recruiting picture for the current academic year.

One aspect of the new economic program announced by the President in August was a 5 percent reduction in Federal employment. Although it is expected that the reduction will be accomplished by attrition, an employment cut of that size will necessarily have an impact on new hiring.

Another Administration measure relating to Federal staffing, also announced in August, is a plan to control the rise in Federal payroll costs by reducing the average grade level of General Schedule (GS) positions. The objective of instructions issued by the Office of Management and Budget is to reduce the Government-wide GS average one-tenth of a grade by June 1972 and another tenth by June 1973. Most Government white-collar positions are in the General Schedule. Targets for individual agencies will differ, based on the rise in grade level each has experienced during the last three years.

Among the means outlined by the Office of Management and Budget for reducing average grades were lowering the levels at which positions are staffed and restructuring work so that it could be performed by lower graded employees. This would mean more hires at the career entry levels.

As a result of these measures, while overall Federal intake for the year is expected to drop, shifts in hiring patterns should provide proportionately more openings for graduating college seniors and recent graduates.

Over the past decade, the recruiting needs of the Federal service for recent college graduates in entry level positions has ranged from 16,000 to 25,000 a year. There is nothing in the current picture to suggest that this year's needs will fall outside that range. As additional employment is called for by the economic measures introduced, recruiting competition should stiffen, producing a bit livelier recruiting season, but with no major difficulty forecast in meeting staffing requirements. *—Merle Junker*

SPOTLIGHT ON LABOR RELATIONS

Over 50 labor-relations executives from 26 Federal agencies gathered at the Federal Executive Institute in Charlottesville, Va., for a week in July for a special Collective Bargaining Symposium co-sponsored by CSC's Office of Labor-Management Relations and Labor Relations Training Center. Billed as "all you wanted to know about labor relations and were afraid to ask," the program included brainstorming sessions that involved participants in current realities and strategies of management utilization of the collective-bargaining process.

Designed to enhance agency understanding and implementation of its role in the labor-management relationship, with the accent on its approach to the bargaining table, the program was structured so as to parallel the normal sequence of development in the relationship—from its pre-election genesis through negotiations—ending in an all-day discussion of ways and means for building an effective management team.

KNOCK AT THE DOOR

What management should do when the union first knocks at the door was the topic of the first day's discussion—keynoted with an address on appropriate-unit determinations by Arvid Anderson, Chairman of New York City's Office of Collective Bargaining.

Workshops met to discuss and formulate draft strategies for management on its conduct prior to and during the union organizing campaign, determination of appropriate unit, and administrative procedures both before and after an election.

ON THE TABLE

The central session on the collective-bargaining process featured a panel presentation by OLMR Director Tony Ingrassia, Executive Director W.V. Gill of the Federal Labor Relations Council (who discussed Council regulations for processing negotiability appeals), and Professor Chester A. Newland of FEI.

The balance of the day was spent on workshop development of draft strategies for management on negotiability factors, negotiators' rights and responsibilities, and impasse resolution.

STRESSES AND STRAINS

The why's and wherefores of strikes and other militant group actions were explored by a panel consisting of LRTC Director Robert H. Hastings, OLMR Deputy Director L. David Korb, Commerce's Personnel Director John Will, and Consultant Al Leggat.

Workshops reviewed the types of militant group actions, the need for management strike-prevention and strike-contingency plans, resolution of concerted actions, and the law on Federal-employee strikes and related issues. Emphasis was given to dealing with problems before they escalate into militant actions.

THE MANAGEMENT TEAM

The windup provided an overview of an agency's designs in building a management team for effective labor-management relations—the panel comprising then-Deputy Director Andrew Wolf of FLRC, Navy's Labor-Relations Director Attilio DiPasquale, Industrial Relations Director Robert Minsker of Owens-Illinois Corp., and Messrs. Ingrassia and Leggat.

Workshop discussions focused on the impact of collective bargaining on Federal management and structuring the management team for effective labor-management relations.

ON THE DRAWING BOARD

The July Symposium marked an important first in CSC's total effort to advise and train agencies on labor-management relations in Government. Although OLMR has provided technical advice in the course of program development to the Training Center ever since its inception, the Charlottesville experience was the pilot venture in joint sponsorship of a formal labor-relations seminar.

Where does this Symposium fit into the Center's total picture on labor-relations training? It is among the special courses being made available by LRTC.

General Series courses are designed to orient and provide general understanding and knowledge of the functional aspects of the collective-bargaining process. Regular offerings will include seminars on negotiated-contract administration for supervisors, basic labor-management relations, contract negotiation and implementation, and labor relations for executives.

Specialty Workshop Series courses are designed to provide specific skills training in utilizing the functional aspects of the collective-bargaining process. They will include seminars on management conduct and the union organizing campaign, determining appropriate bargaining units, labor disputes and their resolution, preparation and presentation of factfinding and arbitration cases,. and the collective-bargaining process—preparations, tactics, contract language.

In addition, other courses will be designed specifically to meet the particular needs of individual agencies. Many of the course offerings and training materials developed by the Center will be made available to agency field installations through LRTC and CSC regional training centers.

—David S. Dickinson

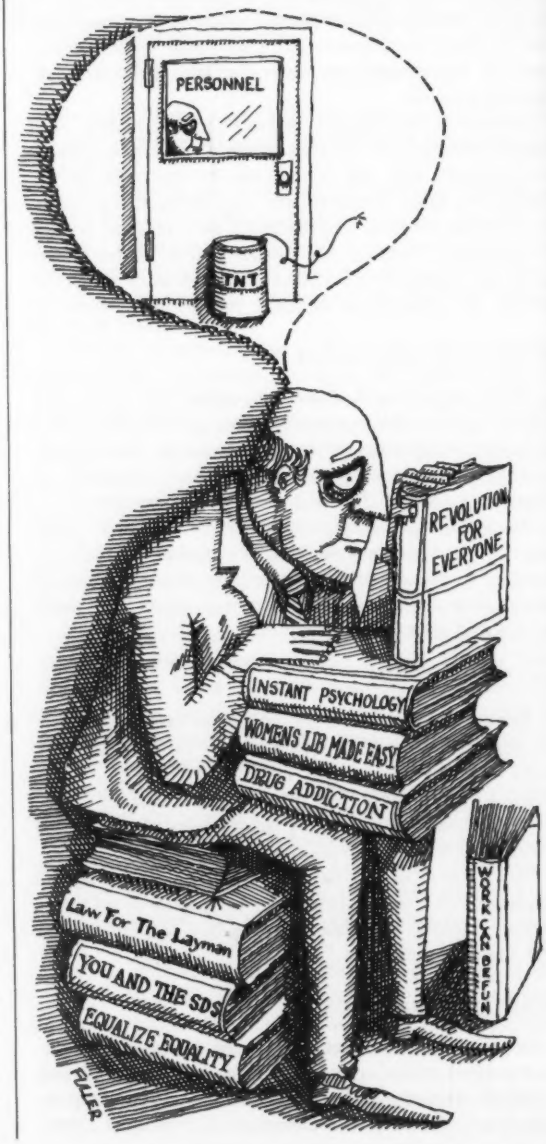
'It's Hell in Personnel'

***The company personnel manager has suddenly taken on a new eminence—but he's paying for it.* (Journal Editor's note: Things are rough all over. Read on.)**

One day every month, a group of long-haired, hippie-looking young people stand at the street corners along Market Street in downtown San Francisco peddling what is probably the only underground newspaper to come out of a major U.S. corporation. Called *The Stranded Oiler,* the paper is published by employees of the Standard Oil Co. of California. The policy of the *Oiler's* editors is clear enough: to criticize the policies of the company that pays their wages. In any one issue can be found articles censuring individual members of SoCal top management, berating the company for its personnel and labor policies, objecting to its political views and attacking its alleged pollution of the waters.

SoCal top management, at least publicly, laughs off *The Stranded Oiler* as being of no importance and claims it has done nothing to stop its publication. But while perhaps relatively insignificant in itself, the existence of an underground company newspaper is symptomatic of something much bigger: the revolutionary new forces—both internal and external—that are challenging the traditional values of the corporation and causing turmoil. Political militants are infiltrating employee ranks, bomb threats are becoming almost a daily occurrence, minority and women's groups are demanding better jobs, employees are restless and rebellious, and drug abuse is a lot more serious than most companies are willing to admit.

As these massive social pressures intrude on corporate life, the job of coping with them is increasingly falling on the shoulders of one man: the company personnel manager. But he is hardly the personnel manager of old. In most companies not so long ago, he was low man on the management totem pole. Relatively untrained, his job was a simple one: hiring and firing,



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keeping records, handling routine grievances. The personnel function was often, as clinical psychologist Harry Levinson, a professor at the Harvard Business School, puts it, "an unfortunate dumping ground" for people the company had no place else to put.

Now, as the "people" problem erupts in a dozen different guises, the "people" man suddenly finds himself with one of the most confusing and complicated jobs in the company. "The whole world," sighs Willard W. Peck, personnel vice president of Metropolitan Life Insurance Co., "has changed more in the past five years than in the previous 25. For us, it has brought changes we never had to deal with before—from drugs to demonstrations."

To be sure, as the personnel man's responsibilities have grown, so has his prestige within the company. The question is: Is the prestige worth the tremendous burden of the job? Few personnel managers express any longing for "the good old days"—and most, indeed, seem to relish their new eminence. But more than a few would agree with one personnel man, who prefers to remain anonymous as he says bluntly: "It's hell in personnel."

Take the problem of the militants. Most companies don't even like to talk about it. But there is no doubt that, wearing a dozen different disguises, militant groups such as the Students for a Democratic Society and the Black Panthers are infiltrating employee ranks, particularly in California, where much of the radical activity is centered.

Two years ago, for example, wood products company Menasha Corp. received well-publicized threats by the SDS to infiltrate their members into summertime jobs at the company's Anaheim plant and then radicalize the work force. Shortly after, Menasha discovered that two young SDS members had successfully penetrated the company.

The potential damage to the corporation of this kind of militant action is pointed out by James C. Hanifin, Menasha personnel director. "I figure I have a lot of power over people as the personnel director," says Hanifin, "but I don't have the power to shut down the company. One hourly worker with the power of persuasion can do just that. Out of 350 workers, such as there are at this plant, there are bound to be some who are susceptible to the kind of thinking espoused by the SDS."

Hanifin, who believes that a personnel man these days cannot do his job without reading Jerry Rubin's *Do It* and other literature emanating from the radical ranks, attacked the SDS problem in a unique way. He secured a copy of the SDS manual blueprinting its infiltration program, duplicated it and distributed a copy to every worker in the plant. The point, he explains, was to inform every employee of the specific kinds of action they could expect from the SDS. "We cut them off at the pass," Hanifin adds, "but as far as I'm concerned any personnel manager who isn't spending a major part of his day finding out what his people are thinking, knowing who the militants are and their strengths, and helping to shape attitudes, is simply not doing his job."

Another infiltration was uncovered by Ameron, Inc., the former American Pipe & Construction Co., which discovered that it had four Black Panthers, trained in the use of automatic weapons, working at one plant. And Broadway-Hale, the big West Coast retail chain, found that it had one young summer worker from the ranks of SDS.

Broadway-Hale has had more than its share of trouble around the politically volatile San Francisco-Bay area. There have been seven fire bombings in its stores, and bomb threats, says Howard Carver, vice president of personnel, come in at the rate of one a day. Although he prefers not to be specific about the circumstances, Carver also admits: "Over the past year some militants have managed to churn up a terrific amount of tension between our black and Puerto Rican employees in the area."

KICKING BACK

Radicals, though, cannot operate in a vacuum. What they largely feed upon is the malaise and job dissatisfaction that is becoming more and more prevalent among corporate employees. From the blue-collar ranks manning Detroit's assembly lines to the clerks filing checks for the banking industry to the young executives on the first rung of the management ladder, millions of bored, frustrated employees are fed up with repetitive, undemanding jobs and are showing their disenchantment in growing absenteeism, tardiness and sloppy job performance. "There are a lot of people in management," says Harvard's Harry Levinson, "who think they're running an army by control and command and try to operate that way in an authoritarian system. But life isn't like that anymore, and people have all kinds of ways of kicking back. Unless management learns to understand what is going on and to work with it more constructively, we'll just get ourselves into an impossible bind."

It is, of course, the outspoken, anti-Establishment young employees who are "kicking back" hardest. They are, for one thing, demanding more meaningful work and a greater participation in the company. At California's Security Pacific National Bank, young employees have become highly vocal in insisting on more purposeful work and in questioning the bank's traditional ways of doing business. "They want to know exactly how they influence the company," says George Moody, vice president of personnel. "We never had to put up with these kinds of demands before."

Scores of other personnel men, trying to help satisfy the same kinds of demands, are knee-deep in sensitivity

training, job-enrichment programs and a host of other behavioral-science techniques. At Metropolitan Life, for example, an experimental job-enrichment program got under way in one division late last summer and caught on so fast that other divisions jumped ahead with their own programs before any results were in. "Recognizing the change in attitude of our employees," explains Willard Peck, "we have had to change ours. It's not just combining six simple jobs—that's job expansion. It is giving them the responsibility for an entire job, rather than just a small part of it, so they can see what they've accomplished."

The young are also bringing their heightened social consciousness into the company. Ecology, in particular, has become a sensitive issue that personnel men must learn how to deal with. On college recruitment trips, says Robert Bales, personnel manager of Precision Castparts Co., he knows he must be prepared with the right answers when the company's role in pollution comes up. Quips Howard Carver: "These days our personnel people are walking around talking to themselves about the things young employees are asking for—like time off to go to an ecology demonstration." "We're surrounded by demonstrations," adds Willard Peck.

Even the "mod" clothing and odd grooming habits of the young can drive a personnel manager crazy. Whether to allow long hair or beards for men or mini-skirts or pants for women are not exactly problems of earth-shattering importance; having to make those kinds of niggling day-to-day decisions, though, can be a big pain in the neck. When mini-skirts first became popular, Metropolitan's Willard Peck got dozens of calls from different departments of the company asking how short a skirt personnel would allow. Finally Peck, a normally calm, mild-mannered man, burst out in exasperation, "I just can't go around with a tape measuring everyone's skirts!"

The dissension in the ranks is evident on every level. As reported in DUN'S ("Revolt of the Middle Managers," *September 1969* and "Executives in Ferment," *January 1971*), discontent and rebelliousness is spreading through middle-management ranks. Equally disturbing to personnel men is the militancy of young union members who are quick to reject management-labor settlements. To James E. Carr, vice president for industrial relations at Ameron, the era of rational labor negotiations is over. "The trend now," he asserts, "is for them to demand all they can get —or else. A thirty-day strike doesn't even ruffle their feathers."

The personnel men expect to see more of this rank-and-file intransigence as union leaders lose control over their young members. William L. Mobraaten, personnel vice president for Pacific Telephone & Telegraph Co., in fact, views this rising group of union rebels as a coming "third force." Says Mobraaten: "With their anti-Establishment point of view, they are sympathetic neither to the unions nor management. They intend to stand apart."

COMPLEX AND TIME-CONSUMING

All the while, external problems crowd in to cause more dissension and make the personnel man's life a nightmare. Since the new law was passed, personnel managers find the issue of equal opportunity employment one of the most complex and time-consuming of all, as they spend more and more time consulting with legal counsel and studying law journals and government directives. Pacific Telephone's William Mobraaten figures he spends half of his time on equal-employment matters. Agrees James Watson, vice president of industrial relations for Hunt Wesson, "It has had one hell of an impact on Personnel. The problems it has raised—from answering charges to having to deal with more than a half-dozen regulatory agencies—are making it difficult for a company to operate."

To complicate the personnel man's life even more, Women's Lib groups are also demanding their equal-opportunity rights. At Libby-Owens-Ford last year, female employees successfully sued the company, so that now it must allow women to displace men with less seniority. The displaced men, in turn, can bump women with less time in service. How is it working? "It hasn't made the men very happy," says Melvin Burwell, vice president for employee relations. "But then, some of the women aren't too happy either. Now they can be replaced by men."

A related problem is the hiring and training of the so-called hard-core unemployed. According to James Carr, vice president of industrial relations at Ameron, the biggest difficulty is not the time and effort it takes to train such personnel, but having to cope with the emotional reactions of old-time employees and supervisors who work directly with the trainees. Some employees complain that work standards are lowered to accommodate the hard-core employees. And supervisors do not like the idea of getting involved in the personal life and problems of the newcomers. "They claim they don't want to have to get the guy out of bed and to the job on time," says Precision Castparts' Bales.

As a result, personnel men have had to take a hand in developing programs to prepare first-level supervisors and other employees for the experience. "It means educating them in patience, understanding and acceptance," says the personnel director of a Midwest insurance company.

Finally, there is perhaps the most potentially explosive issue of all: the worrisome and growing drug problem. While many companies claim to have little or no problem with narcotics use by employees, statistical evidence says otherwise. Last January, the California Chamber of Commerce released the findings of a State survey that concluded: "The large California company that doesn't have a drug-abuse problem is the excep-

tion rather than the rule." In a survey of eighty companies, Research Institute of America found that 80% of the medium-sized and large firms had incidences of drug abuse. And the Chicago Industrial Relations Council believes that three out of every four plants with fifty or more employees have serious narcotics problems.

What drug abuse is costing business in days lost through absenteeism or in poor production through sloppy work can only be guessed at. But Menasha's Jim Hanifin, who has spent a good deal of time on the problem, believes it is considerable. "Personnel people have been pretty naive about what's going on," says Hanifin. "They don't want to admit they have a real problem. But since I make speeches in public on the problem my name has gotten around, and many personnel men from other companies contact me privately to ask how we're handling it."

"A VERY TRICKY BUSINESS"

By and large, though, most personnel directors seem to be at about the same stage their predecessors were years ago when alcoholism was first recognized as a major corporate problem. They just do not know what to do about it. "It's a very tricky business," says Ameron's Carr. "In the first place, we know very little about the problem. Then there's the difficulty of having to prove the use of drugs. And on top of that, unions can be very sticky about any harsh action we might take."

For the most part, companies are taking a hard line on drug use. Western Electric in Los Angeles says it uses undercover security agents to detect users in its ranks, then follows a policy of "dismissal only." Security Pacific National Bank, among others, trains its supervisors to identify users. Background checks are being intensified, and a growing number of personnel chiefs are quietly circulating blacklists of known users through their industries.

In addition to dealing with all the new critical problems that have come to haunt them, the personnel men, of course, are still responsible for their traditional chores of hiring and firing, wages and hours, and so forth. In short, the job has become almost incredibly complex.

But the more farsighted of today's personnel men expect it to become even more so as all the newly emerging problems begin to accelerate and cause even deeper havoc in the corporate ranks. "In the decade ahead," says Howard Carver, who though close to retirement is youthfully alive to all the forces around him, "the personnel manager is going to have to shift gears and move faster than he ever dreamed. He will have to listen more than he ever did, for that has been our biggest failure. And if he doesn't," concludes Carver, "he is going to have more trouble and change than we are having now." —*Thomas J. Murray*

THE AWARDS STORY THE AWARDS STORY

RECORD $344 MILLION SAVINGS

During Fiscal Year 1971 the measurable benefits from suggestions and superior achievements totaled $344 million—the highest ever recorded in the 17-year history of the Government-wide Incentive Awards program. This is a combination of $170 million benefits from suggestions (above $150 million for the 5th consecutive year) and approximately $174 million in benefits from superior performance.

KEY TRENDS

FY results show—

- Quality of suggestions continued to improve as evidenced by the increase in the average cash award for suggestions (up 26% from $65 to $82); the increase in the percentage of adopted suggestions (from 21.3% to 26.4%); and the increase in average benefits per cash award (up 13% from $1,873 to $2,125).
- Twenty-eight agencies reduced suggestion case backlogs—the 5.6% reduction Government-wide indicates further success in effective suggestion processing.
- Over 105,000 special achievement awards were granted for superior job performance—an increase of 1.7%.
- Benefits from special achievement awards increased 75.6% (from $99 million to $173.9 million).
- Quality increases were granted to approximately 3.9% of General Schedule employees—down .1%.

SIGNIFICANT AGENCY ACCOMPLISHMENTS

- Department of Defense had the highest combined total benefits ever from suggestions and superior performance—$280.5 million.
- Army led all agencies in dollar benefits from suggestions ($62.1 million) and also ranked highest in benefits from special achievements ($61.7 million).
- Navy established a new Department record of $33 million in measurable benefits through the suggestion program.
- Air Force, 2d among agencies in benefits from suggestions, topped the $50 million mark for the 5th time in 6 years with over $54.3 million.
- DSA had the highest receipt rate for suggestions with 23.4 per 100 employees, the highest adoption rate of 6.9 per 100 employees, and an increase in tangible benefits of 116%.
- Treasury Department showed increases in all areas—more suggestions received and adopted, greater tangible benefits, more awards, greater number of spe-

SUMMARY OF GOVERNMENT-WIDE RESULTS

EXTRA EMPLOYEE CONTRIBUTIONS	FY 1971	FY 1970
Suggestions Adopted	96,879	81,070
Rate per 100 employees	3.6	3.0
Superior Achievements Recognized	105,937	104,129
Rate per 100 employees	4.0	3.8
MEASURABLE BENEFITS		
Adopted Suggestions	$170,844,320	$176,044,107
Superior Achievements	173,949,083	99,081,861
AWARDS TO EMPLOYEES		
Adopted Suggestions	$5,060,038	$5,296,566
Average Award	$82	$65
Average Benefits per cash award	$2,125	$1,873
Superior Achievements	$17,835,240	$16,154,266
Average Award	$185	$170
Average Benefits per cash award	$1,410	$983

MILLION DOLLAR CLUB

Benefits from Suggestions

ARMY	$62,053,906
AIR FORCE	54,370,435
NAVY	33,024,583
POST OFFICE	6,970,448
DEFENSE SUPPLY	6,565,800
NASA	2,137,741

cial achievement awards, and a benefits increase of 38.4%. D.C. Government and GSA also increased in all phases of their programs.

• Post Office Department led all agencies in the number of suggestions received and the number adopted, with 140,836 submitted and 33,876 adopted.

• Agriculture Department increased measurable benefits from superior performance approximately 10 times over the previous year.

• Labor Department showed an increase of more than 11 times last year's benefits from suggestions, the highest for the agency since 1959. Benefits from special achievements reached a record high.

• Department of Health, Education, and Welfare reported an all-time record of benefits from suggestions.

TOP CASH AWARDS

• $10,000 was awarded to 29 engineers and technicians of the Radar Techniques Branch, Naval Research Laboratory, who developed radar equipment which can "see over the horizon." This brilliant scientific breakthrough brings to fruition 17 years of progressive engineering technology in radar and represents defense and nondefense applications of great importance.

• $9,705, the largest single award, was granted to E.P. Davitt, an engineer with the Naval Ordnance Systems Command, for development of the Sonobuoy Missile Impact Location System which provides for scoring multiple impact "footprints" of Poseidon missiles targeted into broad ocean areas. This system, developed by Mr. Davitt at less than one-fifth of the design, engineering, and manufacturing costs of a competitive system, is credited with saving $18,024,800.

• $7,455 was awarded to Walter K. Sterling, an engineering technician at the U.S. Naval Air Station, Patuxent, Md., for suggesting that an adapter device, which he developed, be used to carry practice bombs on training flights. This device, which eliminated the requirement to carry special racks for practice bombs, reduced installation and maintenance costs, and enabled fleet units to train with the same type of bomb racks used in combat, has saved $6,353,181 during the first year of use.

• $5,000 was awarded a 5-member team of NASA Ames research scientists for outstanding contributions to scientific progress in the field of deep space radio communications. The team successfully developed and implemented a unique telemetry coding experiment for the NASA Pioneer program.

OTHER SIGNIFICANT AWARDS

• $3,350 awarded to Clarence M. Poole, a physical examination specialist at Fort Benning, Ga., for suggesting a revised method for processing the release of enlisted men who become physically disqualified for military service without referral to a physical evaluation board. His idea saved $1,249,740 and had additional benefits to the Government which could not be measured.

• $2,790 was granted to two members of AID's Office of Procurement for developing a method for reducing costs of transporting registered voluntary agency food shipments to India. This innovative approach resulted in estimated savings of $1.6 million and established a precedent for future similar savings.

• $2,740, the Department of Labor's largest suggestion award ever, was granted to Eldon L. Hayman, a budget analyst who suggested that the annual postal survey conducted by the Department in 2,300 State employment offices throughout the country be made only in years when there are indications of major change in mail level. Benefits from his suggestion are $270,000 a year.

• $1,255 was awarded to Stanley Hansen, marine surveyor, Department of Commerce, for suggesting a method to take impressions of ship's gears using materials and techniques similar to those used by dentists. By using the new method, marine engineers can now determine conclusively the condition of ship's gears without costly disassembly, resulting in first-year savings of over $150,000. The U.S. Coast Guard, American Bureau of Shipping, and other organizations have adopted this cost-saving technique.

• $1,220 was awarded to Pierre C. Boucher, poultry product marketing specialist, Department of Agriculture, for suggesting the use of an improved method of packaging dried egg mix used in direct food distribution programs. His idea resulted in savings of $117,738.

• $1,000 Special Achievement Award was presented to James S. Griffiths, special agent, Treasury Department, in recognition of his outstanding initiative and judgment in eradicating counterfeiting in the Los Angeles area. Five of the more outstanding cases under his leadership have resulted in seizure of over $1,180,000 in counterfeit bills.

—Dick Brengel

CLOSING THE GAP...

The Federal Junior Fellowship Program

by Carolyn G. Frederick

Carolyn Frederick, a young Personnel Staffing Specialist in CSC's Office of Youth Employment Programs, Manpower Sources Division, BRE, and a recent graduate of the University of Maryland, is herself a member of the generation she writes about here.

• Ray Miller graduated from high school with a fine record and has been offered a partial scholarship at a leading university. This is the big opportunity he's been waiting for, but his family just can't handle the remaining expenses. Unless he finds a good job, he will have to forego this path to a better life.

• Lisa Chang doesn't think she would ever want to work for the Federal Government. "It's just a huge and impersonal bureaucracy," she states. "Anyway, positions in the Federal service are too technically oriented and there aren't enough training opportunities available."

• Alex Jones supervises fifteen employees in a Government laboratory. He has a workload to take care of but, with so many of his technicians taking summer vacations, he's been having trouble meeting deadlines.

• Mike Cruz will graduate in June with a degree in business administration. He has been interviewed by representatives from four private corporations and two Federal agencies. He had been undecided, but one of the private companies flew him out for a tour of their plant and he was impressed by what he saw.

The names above have been changed, but the situations are real and all too familiar. Beverly Price and Raymond Jordan are the real names of two young people who attended high school in Washington, D.C. They had both done well in school and, during their senior year, they began planning for a college education. Like many of their fellow students they realized that, in order to meet school expenses, they would have to work during vacations.

Through the counselors in their respective schools, Beverly and Raymond heard about a program that seemed to fit their needs—the Junior Fellowship Program. It was designed to provide employment opportunities in Federal agencies for graduating high school students who were academically motivated, who were planning to attend college but who lacked the financial means to do so, and who had expressed interest in a Federal career. Beverly and Raymond applied to their counselors and were nominated, along with other qualified students. Following a review of their qualifications and an oral interview, the two were selected to participate in the program.

Raymond is currently in his fourth year at Moravian College in Bethlehem, Pa., and is majoring in economics. He has been employed at the Department of Commerce during each summer and other vacation periods since he graduated from high school, and he has moved on up through a series of progressively more responsible and more interesting jobs.

This past summer, Ray worked in the Office of International Trade Promotion, assisting with the Commercial Exhibits Program. He was directly involved in the planning of international trade shows which present American businessmen in their vital role as exporters of our products to the world. As one part of this job, Ray was responsible for contacting a large number of industry representatives to encourage their participation in the proposed exhibits. "My work required a little of the gift of gab, tactfulness, and, above all, sincerity." He adds, "I was myself convinced that the shows would work and I was, therefore, able to convince others."

Raymond was also involved in research related to regional markets, and, in previous summers, has written articles for the *Survey of Current Business*, a periodical published monthly by the Office of Business Economics. As a result of his busy, satisfying days at the Commerce Department, Ray assigns a high rating to the Federal Junior Fellowship Program. Aside from the financial gains so necessary to his continued education, his on-the-job experiences have been personally rewarding and have contributed to his career development. His attitude toward the Federal Government has also been affected. "From this perspective, I have seen for myself that the basic function of Government is to serve people, and that the work the Government does every day is indeed useful. It affects everybody and helps people in ways they can't see right away."

Beverly Price is now a sophomore at American University in Washington, D.C., and is majoring in sociology. She has been employed in the Department of Health, Education, and Welfare. In her work at the Office of Education, she has gained new perspectives on the problems of racial desegregation. She was first assigned to the Office of Students and Youth where, as part of her training, she was sent to Portland, Oreg., to interview students in a recently desegregated school. She gathered data for a report on student attitudes and recommendations concerning the easing of racial tensions.

Later that summer Beverly transferred to the newly established Emergency School Assistance Program Office and was off to Dallas to assist community groups interested in applying for project funds administered by the Office of Education. In February, during another of her school vacation periods, she went to Baton Rouge, where she helped organize and participated in a student conference on educational reform in desegregating schools.

This past summer, Beverly was included in a team

that traveled to South Carolina to visit and evaluate OE-funded projects throughout that State. She also attended a conference sponsored by HEW in Atlanta; a grantee workshop in Orlando, Fla.; and a black studies workshop in Warrenton, Va.

Beverly Price will never forget her involvement with the Federal Junior Fellowship Program. She has been able to really *do* something in areas of social concern, and her assignments have all been closely related to her college major and her career interests. "I want to work with community groups," she says, "and now I've got a much better feel for that sort of operation. I'm also much more aware of just how the Government fits into the whole scene and I'm going to be able to make a more intelligent decision regarding my own future and my career."

Both Raymond and Beverly had had summer jobs in Federal agencies prior to their acceptance into the Junior Fellowship Program, but their activities in this program have been more than mere summer jobs. Relevance, involvement, and challenge are the key factors here. This venture looks to the months and years that lie ahead.

As we've already noted, the Federal Junior Fellowship Program is intended to provide students with career-related work experience during summers and other vacation periods while they attend college. Students are appointed at the GS–2 level following graduation from high school. After successful completion of one full academic year in college, they are eligible for reappointment at GS–3, and after two full years of study they are raised to GS–4, where they remain until graduation from college. The level and scope of their responsibility are correspondingly increased each year. When the students graduate and are phased out of the Junior Fellowship Program, they are eligible to compete in the usual way for career Federal appointments.

The Federal Junior Fellowship Program started in 1967, when the Department of Commerce initiated a limited version of today's effort. Later, the Department of Health, Education, and Welfare and the Civil Service Commission adopted the concept and extended the program to their own personnel operations. During the summer of 1970 a decision was made to take the successful idea Government-wide. Early in the 1970–71 school year, all public and private high schools in the Washington, D.C., area were invited to nominate students who met the eligibility criteria and who were from among the upper 10 percent of their graduating classes.

A total of 729 students were nominated, representing 89 of the 116 high schools contacted. In March, the CSC Area Office referred nominees to participating agencies and interviews were conducted during the ensuing weeks. By the end of the school year, a total of 394 students had been hired. Twenty-seven agencies took part in the 1971 program. Of them the Departments of Agriculture, Commerce, HEW, Interior, Army, Navy, and Treasury accounted for the majority of appointments.

The agencies weighed many factors in making their final selections from among the candidates. The extent of financial need, academic achievement, counselors' evaluations, performance in the oral interview—these were all carefully considered. The first referrals were generally based on the degree to which the career objectives and intended majors of the students were compatible with agency missions and the jobs available.

The students who were appointed are training for a wide gamut of occupations, including jobs in management and personnel, accounting, engineering, mathematics, science, procurement and contract administration, computer technology, public information, and a number of others.

The immediate response to the program has been overwhelmingly favorable. Federal agencies, school administrators, and the students themselves are enthusiastic. With minimum modification, the program can be equally effective in other communities throughout the Nation.

The program shows great promise for the future. There are many benefits, both short term and long run, for Federal agencies and students alike.

For the agency, it provides a potential source of quality college graduates for entry-level positions in professional, administrative, and technical occupations. It also signals a probable reduction in the eventual turnover rate of these graduates, because of their earlier career-testing and their resultant ability to make more permanent job choices. The program also offers a means to observe and evaluate a student's academic progress and his job performance over a 4-year period. Further, it helps to establish and improve relationships with high schools and to improve the college-campus

image of the Federal Government as an employer.

For the student, the program offers practical exposure to the world of work, with a chance to apply academic learning to specific problems and assignments in career-related jobs. It also represents a method for gaining first-hand knowledge of the Federal Government as an employer—its structure, functions, and career opportunities. Of course, there is also the benefit of needed income provided throughout the entire 4-year college program.

Today's youth often seem at odds with established values and institutions. But this generation of students, the future substance of our society, is an aware generation, and deeply concerned about our prospects for a better world.

Some of us already know that the Federal Government is not a mindless, faceless entity standing in the way of progress. Some of us know full well that it is a tremendously powerful organization composed of a great many *people* and, as such, it has the potential of serving as an effective agent for social change. Some of us have seen that potential translated into action. The Federal Junior Fellowship Program is one technique for conveying this realization to members of our generation. As program participants return to their campuses, they will carry with them this message.

The youth on our college campuses today will, in the very near future, be the managers in our professional sphere. If the Federal Government wants to attract the best of these young men and women, it has an obligation to offer more than an empty sales pitch.

In the words of one of the Junior Fellows, "I feel that students and recent graduates who go into these different Federal agencies and who show unusual intelligence and creativity should be handed really significant responsibilities at a much earlier stage of their careers. You can't discourage a person's ideas and initiative for, say, 10 years or so and then expect that individual to become a fountain of innovation and up-to-the-minute plans when you finally give him the controls. You're going to have to open up the communications channels a bit more, so that you've got a real two-way thing going. After all, we *do* have some comments to make about what's happening and what we have to say just might be worth listening to."

CLOSING THE GAP...

The Federal Summer Intern Program

by Michael G. Carlson

Mike Carlson served as a Federal Summer Intern himself. He spent last summer working in the Office of Youth Employment Programs, Manpower Sources Division, BRE, where he has been evaluating and monitoring the Federal Summer Intern Program. Mike is currently a graduate student in economics at the University of Nevada, Las Vegas.

President Nixon posed a real challenge for departments and agencies when he called for increased youth involvement in the Federal Government. This challenge has been met in part through the Federal Summer Intern Program.

The basic purposes of the 1971 Federal Summer Intern Program are simple: to give outstanding college students from all over the United States the opportunity to work in positions of genuine participation in the Federal Government, and to take their enthusiasm, their eagerness, and their ideals and convert these forces into fresh approaches to solutions for our vexing problems. In addition, the program seeks to give these

young people an inside understanding of the workings of the Federal system, so that they can take back to their college campuses a new and different view of Government, one based upon practical working experience.

The Federal Summer Intern Program originated in 1969 as a direct result of White House interest. The overwhelming success of the program prompted President Nixon's March 31, 1970, memorandum to heads of departments and agencies directing increased efforts in involving young people in Government and otherwise improving relationships with the academic community. Citing the success of the previous two years, the President directed an expanded program for the summer of 1971.

This year, almost 500 4-year colleges and universities nominated students for internship positions under the program. Qualifications for nomination specified that candidates must be chosen from the junior or senior class or have graduate status. At many colleges competition for these nominations was extremely keen. Each school made its choices on the basis of students' scholastic attainments, demonstrated leadership abilities on and off campus, honors, and awards. Schools were particularly encouraged to select students having future career goals in the area of public service.

Following Civil Service Commission guidelines, the 26 participating Federal agencies went to 4-year colleges all over the country asking for nominations in particular academic areas. Students nominated were screened and selected, with agencies attempting to match internships with candidates' personal and future career interests. Emphasis was placed upon identifying summer jobs of genuine importance, where interns could have the opportunity to actively participate in Government and to view for themselves the agency's policy-making process.

Four hundred and twenty-five interns were finally selected for assignments. These young men and women came from 44 States, the District of Columbia, and Guam. Their primary areas of academic interest covered virtually every field of endeavor—from business administration to music, from social work to architecture. The students represented all racial, cultural, social, and economic backgrounds. However, one of the things they all had in common was the desire to have a truly interesting and beneficial summer experience working for the Federal Government.

Justin Tolton, a graduate student in business administration at the University of Utah in Salt Lake City, came to Washington, D.C., to "learn about the workings of the Federal Government and possibly explore a future career in Government." He was assigned to the Management Sciences Training Center in CSC's Bureau of Training.

Here Justin spent the summer as a Federal Summer Intern in case study research and preparation. As a study writer, he was able to assist in formulating some courses offered by the center. "It was amazing how receptive everyone was to my ideas and suggestions," he commented. "The people I worked with were eager to listen to new approaches or different perspectives in formulating their programs."

Miss Ethel Caffie, a Federal Summer Intern assigned to the Federal Reformatory for Women in Alderson, W.Va., organized and administered a comprehensive music instruction program at the institution. She is shown here looking on as a choir rehearses and standing by as one of her music students runs through a piece on the piano.

Justin did research in various areas of current political interest, including pollution problems and the administration of law enforcement. The information he gathered was used as part of the teaching program in special training classes offered to Federal Government employees. He added, "I never realized that training in Government was so extensive. There are so very many special programs designed to meet the particular needs of Federal employees—all types of employees, from the lower grades to the professional levels."

After completing work for his master's degree, Justin is considering a career in teaching. His internship gave him an excellent opportunity to gain practical working experience in teaching. Before he returned to school, he taught a special training course in the problems of pollution and its relation to the modern Federal manager.

With 300 of the interns working in the Washington, D.C., area, a special interdepartmental seminar series

was arranged in the Nation's Capital. Each of the Federal Summer Interns in Washington was assigned to 1 of 15 different seminar topic groups. Assignments were related to jobs, but interns had the option of switching to different topic sessions if they had a particular interest in some other subject. Seminar groups included *Law and Society, Personnel Administration, Diplomacy—1971, To Save the Environment, The Human Side of Management, Economic Policy,* and *New Dimensions in Urban Planning.*

Most seminars consisted of a series of lectures by top Federal officials, including representatives of the legislative, executive, and judicial branches. For example, the *To Save the Environment* seminar featured presentations by Senator Barry M. Goldwater, Senator Edmund Muskie, and various top advisors to President Nixon. In the question-and-answer periods which followed the seminars, the interns were able to discuss with these high-ranking Government leaders new philosophies and possible changes in current policy.

This is the first year of large-scale exporting of this intern program to Federal field installations. In 1971, over 100 Federal Summer Interns were assigned to positions outside Washington, D.C. Although they were unable to attend the Washington, D.C., seminar series, these interns usually had special seminar groups or agency orientation sessions provided by their agencies right where they worked.

The most significant expansion of the Federal Summer Intern Program to cities outside the District of Columbia has, thus far, been made by the Justice Department's Bureau of Prisons. This summer, over 80 interns worked in the various institutions of the Federal correctional system, which are spread all across the country. Closely supervised orientation programs were devised, enabling interns to view institutional facilities and policies at work. Interns usually then concentrated on one particular area of interest for an in-depth analysis. In this way, they were given a broader understanding of the Federal correctional operation and the overall administration of justice in a changing society.

Ethel Jean Caffie, a student at West Virginia Institute of Technology, applied for a position as Federal Summer Intern in the spring of 1971. She was hired by the Bureau of Prisons and reported to the 600-resident Federal Reformatory for Women at Alderson, W. Va. Unlike other years when Ethel had "routine summer jobs, with typing, filing, and a lot of paperwork," this year she enjoyed a fascinating summer of unique contacts with women from many walks of life—a group of people she was later to call "the forgotten population, quietly ignored by everyone except those responsible for their care and treatment."

Ethel Caffie's stereotyped concept of a prison—grim, forbidding walls, striped uniforms, searchlights and iron bars—was quickly dispelled by the campus-like environment at Alderson. She discovered, in fact, that the keynote at the institution is education. Instruction ranges from elementary grades on up to college-level courses. Computer technology is among the most popular of the vocational training programs.

With her special qualification in the arts, Ethel was given the assignment of developing a music program. She came up with a class schedule that included piano and voice, music theory, music appreciation, spiritual choir, and a choral group. The response was overwhelming. The music became a great emotional outlet for the residents, and the young teacher had numerous opportunities to help people with *real* problems, as she talked with them face to face, as one friend to another.

Ethel commented, "In these classes, I've learned more about people than I could possibly have learned in *any* sociology or psychology class." She added, "This summer has been one of awakening for me—to discover this group of human beings, hidden away from society and yet not so different from any of the rest of us. They just need someone to stop by and listen once in awhile. I'm going ahead with my plans for the fall, but I've also made arrangements with the warden to return on weekends—to work, to teach, but, most importantly, to listen."

As a grand finale to a remarkable and memorable summer, Ethel Caffie's "music department" staged a recital featuring every one of the many women who had been in one or another of her classes. They wrapped it all up with a production of *West Side Story.*

President Nixon wisely saw the need and gave the go-ahead for this kind of *personal* involvement of young people in the Federal Government. The Federal Summer Intern Program is one of the attempts to promote this ideal on a scale that will touch the lives of a large number of college-age men and women. In the past three years, over 700 of our Nation's brightest young people have seen the human face of Government—the face behind the marble facades.

There have, admittedly, been problems with some internships: late notification of selection, lack of planning for the summer, and lack of real responsibility in the work. The fact remains, however, that the vast majority of the interns have been pleased with their summer positions. They've liked what they've seen in the "Federal power structure" and have, hopefully, carried their favorable impressions back to their contemporaries at colleges from coast to coast. It seems that one of the best ways to narrow the gap between youth and the Federal Government is, simply, to bring more young people *into* actual working situations in Government.

Addressing himself to these young people, President Nixon said, "We need you. The Nation needs you. With the help of a young, vigorous American generation we can meet the great challenges that America has to meet in the last third of this century."

INTERGOVERNMENTAL PERSPECTIVES

President Nixon has urged Federal agency heads to use the authority granted by the Intergovernmental Personnel Act to facilitate intergovernmental mobility. The President said in his memo of August 25, ". . . all of us, our Nation at large, will be the gainers if this authority is put to good use." Issuance of his memo followed distribution of instructions and guidelines by CSC.

PRESIDENT'S ADVISORY COUNCIL

The President earlier named the 15 members of the Advisory Council on Intergovernmental Personnel Policy, which is to report to the President and Congress its recommendations for intergovernmental cooperation

STATE	TOTAL STATE ALLOCATION	STATE GOVERNMENT ALLOCATION	LOCAL GOVERNMENT ALLOCATION
Alabama	$ 163,000	$ 81,500	$ 81,500
Alaska	60,000	30,000	30,000
Arizona	88,000	44,000	44,000
Arkansas	91,000	45,500	45,500
California	1,007,000	432,600	574,400
Colorado	118,000	59,000	59,000
Connecticut	142,000	55,000	87,000
Delaware	60,000	30,000	30,000
District of Columbia	60,000	60,000	
Florida	335,000	167,500	167,500
Georgia	218,000	109,000	109,000
Hawaii	60,000	30,000	30,000
Idaho	60,000	30,000	30,000
Illinois	523,000	261,500	261,500
Indiana	244,000	122,000	122,000
Iowa	143,000	71,500	71,500
Kansas	118,000	59,000	59,000
Kentucky	148,000	74,000	74,000
Louisiana	183,000	91,500	91,500
Maine	60,000	30,000	30,000
Maryland	192,000	59,400	132,600
Massachusetts	272,000	79,500	192,500
Michigan	432,000	216,000	216,000
Minnesota	190,000	92,900	97,100
Mississippi	111,000	55,500	55,500
Missouri	224,000	112,000	112,000
Montana	60,000	30,000	30,000
Nebraska	78,000	39,000	39,000
Nevada	60,000	28,700	31,300
New Hampshire	60,000	30,000	30,000
New Jersey	335,000	114,300	220,700
New Mexico	60,000	30,000	30,000
New York	1,004,000	281,700	722,300
North Carolina	239,000	88,300	150,700
North Dakota	60,000	30,000	30,000
Ohio	494,000	219,600	274,400
Oklahoma	128,000	64,000	64,000
Oregon	108,000	54,000	54,000
Pennsylvania	531,000	265,500	265,500
Rhode Island	60,000	28,900	31,100
South Carolina	124,000	62,000	62,000
South Dakota	60,000	30,000	30,000
Tennessee	193,000	69,900	123,100
Texas	538,000	269,000	269,000
Utah	60,000	30,000	30,000
Vermont	60,000	30,000	30,000
Virginia	224,000	88,300	135,700
Washington	174,000	87,000	87,000
West Virginia	86,000	43,000	43,000
Wisconsin	219,000	83,900	135,100
Wyoming	60,000	30,000	30,000
Total	$10,377,000	$4,626,000	$5,751,000

in the development of personnel policies and programs by Federal, State, and local government units. An initial report will be made in 18 months.

Ersa H. Poston, President of the New York State Civil Service Commission, is Chairman of the Council. Barbara Gunderson, a former U.S. Civil Service Commissioner and currently a consultant to the Veterans Administration on equal employment opportunity, is Vice Chairman.

The other 13 members of the Council, representing Federal, State, and local governments, labor, universities, and the general public, are: James A. Alloway, President, New Jersey Civil Service Commission; Orrin B. Conaway, Jr., Benedum Professor of American Government, West Virginia University; William J. Conner, County Executive, New Castle County, Del.; Brewster C. Denny, Dean, Graduate School of Public Affairs, University of Washington; John D. Driggs, Mayor, Phoenix, Ariz.; Clifford Scott Green, Judge, Court of Common Pleas, Philadelphia, Pa.; Stanley K. Hathaway, Governor of Wyoming; Bert W. Johnson, County Manager, Arlington, Va.; John W. Johnston, Director, Office of Personnel and Manpower, Agency for International Development; Bernard E. Kelly, Director, Region 10, Department of Health, Education, and Welfare; James F. Marshall, President, Assembly of Governmental Employees, Columbus, Ohio; Joseph Robison, Executive Director, Minnesota State Employees Union; and Bernard Rosen, Executive Director, U.S. Civil Service Commission.

GRANT ALLOCATIONS RELEASED

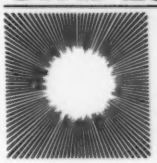
In August CSC announced its formula allocations of Federal grant funds available to State and local governments during FY 1972 to help upgrade the quality of public service. A total of $12.5 million will be available for IPA grants, of which $10 million will be allocated by formula and $2.5 million will be distributed by CSC for grants under the discretionary provision of the act. These grants will support up to 75 percent of the cost of approved projects to improve personnel systems and practices and to train State and local government employees. The formula allocations represent planning figures against which State and local governments may apply.

To obtain a grant, a State or local government must submit an acceptable application to the Commission. At least 50 percent of the amount allocated to a State must be used for local government needs. The amounts allocated to each State for FY 1972 under the IPA formula grant are shown on opposite page.

In announcing the allocations, CSC Chairman Robert E. Hampton urged executives of States, cities, and counties to work together to make the most effective utilization of available funds.

—Lea Guarraia

EMPLOYMENT FOCUS



VIETNAM ERA VETERAN EMPLOYMENT

According to a recent study, 45,900 Vietnam era veterans (under age 30) were new hires into the Federal service in 1970. All new hires for the year totaled 430,600, with 303,600, or 70.5 percent, under 30 years of age. Vietnam era veterans accounted for 15 percent of the under-30 new hires. Vietnam era veterans are defined as persons released from active duty in the armed forces after August 4, 1964. Since they are not specifically identified in Federal employment records, the under-30 age group is generally considered to encompass the bulk of these veterans.

Further analysis from the study shows that most of the younger new hires came under the General Schedule (35.9%) or Postal Service (26.6%) pay plans. New hires of Vietnam era veterans were generally at higher grade levels than for those without preference. Thirty-six percent of GS preference eligibles were hired at grade 6 or above, compared to 13 percent of those without preference. Counted as new hires are appointments of permanent employees without prior Federal service plus summer, temporary, intermittent, postal substitute, and other non-permanent types of employees.

EMPLOYMENT SITUATION

In mid-1970, 17 percent of total Federal employment under age 30 were preference eligibles, with 28 percent of the men and 3 percent of the women in this category having preference. The under-30 group (both sexes) comprised 23 percent of all Federal civilian employment, a somewhat lower proportion than the 31 percent ratio for all United States employment. The proportion of men is considerably below the national average (19 percent vs. 30 percent).

The younger Vietnam era veterans were evenly distributed among the three major pay plans, with roughly one-third in each. Within the major pay plans there is considerable variation in the proportion of younger preference eligibles employed. This fraction was approximately one-tenth for General Schedule, one-fourth for Postal Service, and one-third for Wage System employment. These data were derived from the 10-percent sample of Federal civilian employment maintained by the CSC.

—Norman Brand

NEW APPROACH to Executive Education

by Wilton H. Dickerson, *Director*, General Management Training Center, U.S. Civil Service Commission
and Emmett Wallace, *Vice President*, Education Systems and Designs, Inc.

TWO YEARS AGO the Civil Service Commission introduced a new management training program for senior managers, GS–14 and up. This program has now been presented ten times as an interagency seminar in the Washington area; it has been offered regionally by the Commission in Seattle, San Francisco, Atlanta, and Chicago; and it has been introduced into several agencies on an intensive basis. Two of these agencies are using it as the foundation for comprehensive improvement programs.

This article presents an overview of the seminar and describes some key aspects of its application.

BACKGROUND AND AIMS

About three years ago the Commission was seeking a comprehensive 1-week management training program suitable for use nationwide for senior Government executives. Five related courses already had been developed by the Commission for supervisors and middle managers. The Commission not only conducts these courses on an interagency basis both in Washington and in its ten regions, but also assists agencies in tailoring and installing them in their own organizations. These courses are concerned with teaching of management policy, methods, and techniques on the one hand, and with developing greater insight and competence in interpersonal relations on the other. The Commission wanted a companion course for executives that would translate findings from both the behavioral and management sciences into sound management approaches.

At about the same time Educational Systems and Designs, Inc., of Westport, Conn., was refining the design of its Advanced Management Seminar, after having tested it in a variety of organizations, both governmental and nongovernmental, and through several public seminars.

This seminar seemed to offer the comprehensive and mature approach suitable for the prospective trainees:

- It provides a brief but rigorous review of contemporary theories of management and organization improvement.
- It combines the development of interpersonal skills and the skills of results-oriented planning, problem-solving, and decision-making. Indeed, this integration of

THE ACCOMPANYING PHOTOGRAPHS were taken at sessions of the Advanced Management Seminar recently conducted by CSC in Fredericksburg, Va., for a group of 33 executives from 14 Federal agencies.

the behavioral science and systematic management approaches is an outgrowth of work ESD had done for a large Government agency in developing an earlier program on managerial systems and rational decision-making techniques.

- It builds an understanding of the meaning and application of General Systems Theory and focuses particularly on such contemporary management techniques as PPBS, systems analysis, and cost-utility analysis—without overwhelming the participant with techniques.
- It emphasizes experiential learning which allows the participant to test, analyze, and improve his personal effectiveness.
- Finally, it allows the manager to apply the program concepts to realistic management problems and to plan for application in his own organization.

CONTENT

The seminar is based on the conviction that every manager administers complex social and technical systems. Accordingly, it focuses on the two basic skills which he needs: (1) Skills of rational-systematic management—the ability to plan, analyze data, and make results-oriented decisions; and (2) interpersonal skills—the ability to lead, communicate, and motivate.

These skills are developed in a unified approach to managerial systems and behavior. The seminar's integrative approach seeks to provide the participant with a better understanding of:

- The criteria for sound planning and decision-making.
- The means of applying what he has learned to his own situation.
- The techniques for developing an effective organization from a group of diverse individuals.

APPROACH

Prior to the program, participants receive an advance assignment which includes readings, questionnaires, and case studies. This precourse work introduces the basic concepts and is used as a starting point for the seminar activities.

The seminar itself is built upon a series of intensive workshop activities carried out in small groups. Working in these small groups, the participants go through a number of planning, problem-solving, and decision-making projects in which they have to utilize their resources to reach agreed-upon goals. Thus, each person is constantly engaged in systematic problem-solving and decision-making while striving for effective interpersonal exchange and team development.

Two analytical models have been developed for the course to distinguish various approaches to the communications process and the planning process. These models are used by the participants to help them identify their communications and planning assumptions, attitudes, and results.

Each participant also spends some time in small group sessions, planning what improvements he can make back on the job in his own communications and planning practices and those of his subordinates. Thus, an effort is made to provide for the translation of learning into on-the-job improvement.

IN-AGENCY USE

A number of agencies have adopted the Advanced Management Seminar for internal training. Its use has been particularly intensive in the Postal Service Management Institute (PSMI) and in the Office of Education.

PSMI has presented the course to over 2,000 postmasters, operations managers, financial officers, etc., and expects to double that number during the next year. Training materials were modified to tailor them to meet post office objectives. With the emphasis placed upon business practices in the PSMI seminar, the title of the course has been changed to Modern Management Practices. Although the initial sessions were conducted by Educational Systems and Designs staff, PSMI trainers quickly took over. Programmatic training designs, employing preplanned workshop activities and lecturette inputs, have facilitated training and have increased the predictability of learning.

The Office of Education has been using a somewhat truncated version of the Advanced Management Seminar for training its managers (initially, 200 division heads, branch chiefs, and professional staff) in the concepts and practices of Management by Objectives. The aim has been to provide a framework for objec-

tive setting in which course participants are to engage subsequently.

One assumption regarding the seminar should be made crystal clear: that although it offers a worthwhile learning experience, participation *per se* does not necessarily result in change and improvement in the individual or his organization. Certainly there have been changes and improvement. But the probability of payoff is increased to the extent that there is planned on-the-job followup.

ON-THE-JOB FOLLOWUP

A starting point is the diagnosis of agency managerial practices through a comparison of "what is" (actual) and "what is wanted" (ideal). Certainly, this kind of activity must form an important part of any on-the-job followup within an agency. Helpful for this purpose are gross data collected during the interagency and individual-agency seminars, which are available to participants of the course.

Basis for the data are two analytical models mentioned earlier which describe various approaches to the communications process and to the planning process. Trainees are asked to complete two questionnaires structured on these models. Both questionnaires are answered twice: once in terms of "what should be," and next in terms of "what is." The result is two profiles which chart how participants view communications and planning processes in their organizations in comparison with what they hold to be ideal. The results can contribute to followup activities such as those noted below.

PRELIMINARY APPLICATION STEPS

It is still too early to say much regarding application of seminar learnings through planned followup sessions. Only some initial steps have been taken, but these do suggest a sense of direction.

Since the seminar emphasizes the development of planning, problem-solving, and decision-making skills and of interpersonal skills, they can be directly applied by individuals and by work teams (boss and subordinates) to the clarification of objectives, identification of problems, and problem-solving combined with improvement of the group's rational and interpersonal processes. And this, in fact, is generally what has been done in both PSMI and the Office of Education.

Followup at PSMI, thus far, has involved problem diagnosis, analysis of inter-unit and postal systems issues, and planning specific steps which participants will take back on-the-job. PSMI is now starting its second year of using the seminar and is embarking upon a series of comprehensive application activities.

Although the Office of Education's experience with the seminar is of shorter duration, it has engaged in a couple of different followup activities. One involved a clarification of FY 1971 objectives during which emphasis was placed upon inter-bureau relationships and contributions. A second activity, involving two separate bureau meetings, placed emphasis on the clarification of unifying bureau missions and strategies, helped to surface differences in program strategies and opportunities for collaboration, and enabled participants to diagnose barriers to bureau effectiveness.

CONCLUSION

This article is in the nature of a progress report on a new and rather novel approach to the development of senior Government executives. It is unique in its unified treatment of the rational-systematic and interpersonal behavioral dimensions of management and in its application of General Systems Theory. Furthermore, these features are carried through to application of the concepts to increase an agency's operational effectiveness.

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WORTH NOTING (CONT.)

For General Schedule employees, the President's action was accomplished by transmitting to Congress an alternative plan as permitted by law, in place of the scheduled January 1, 1972, salary adjustment. Under the alternative plan, adjustments based on the 1971 Bureau of Labor Statistics survey would become effective on the first day of the first pay period beginning on or after July 1, 1972.

• AVERAGE GRADES: Preceding the general wage-price freeze, Federal agencies were directed by the Office of Management and Budget to halt General Schedule "grade creep," which has increased the average GS grade from 7.4 in 1968 to 7.9 in 1970.

Present dollar costs of "grade creep" amount to $175 million per year in payroll and fringe benefits for every tenth of a point increase in average grade.

• EEO TRAINING: Opening of an interagency Equal Employment Opportunity Training Institute will take place this fall at the Civil Service Commission in Washington. Simultaneously, the existing EEO curriculum in the ten Regional Training Centers of the Commission will be enlarged to serve managers of Federal installations in the field.

• MINORITIES continue to make gains in the Federal service, according to November 1970 data, their members holding more Federal jobs than ever before, and a higher proportion of the better-paying jobs. During the preceding year minorities accounted for 48.3 percent of the net increase in employment at grades GS–9 and above.

Meanwhile the Commission has approved formal procedures for appeals and complaints from anyone who feels himself discriminated against in civil service examinations, tests, standards, or employment practices.

• UPPER-LEVEL MOBILITY: Upward mobility in the Federal service is not a concept limited to the lower grade levels. The Civil Service Commission is embarking on a new major effort in executive development, through issuance of new guidelines in the Federal Personnel Manual directing each Federal agency to establish a policy and implement a plan aimed at the development and improvement of career executives.

The guidelines present a variety of ways agencies may achieve these policy objectives. At an Interagency Advisory Group conference in Annapolis during September agency personnel directors discussed the guidelines and proposals for achieving greater organizational, occupational, and geographical mobility of potential executives as a method of development.

• ALCOHOLISM—its prevention and treatment—is the focus of new guidelines under which Federal agencies have been instructed to set up programs by December 1 to deal with this problem. Programs of different agencies may vary considerably to meet individual agency needs, but all must include 8 major policy elements. Among them:

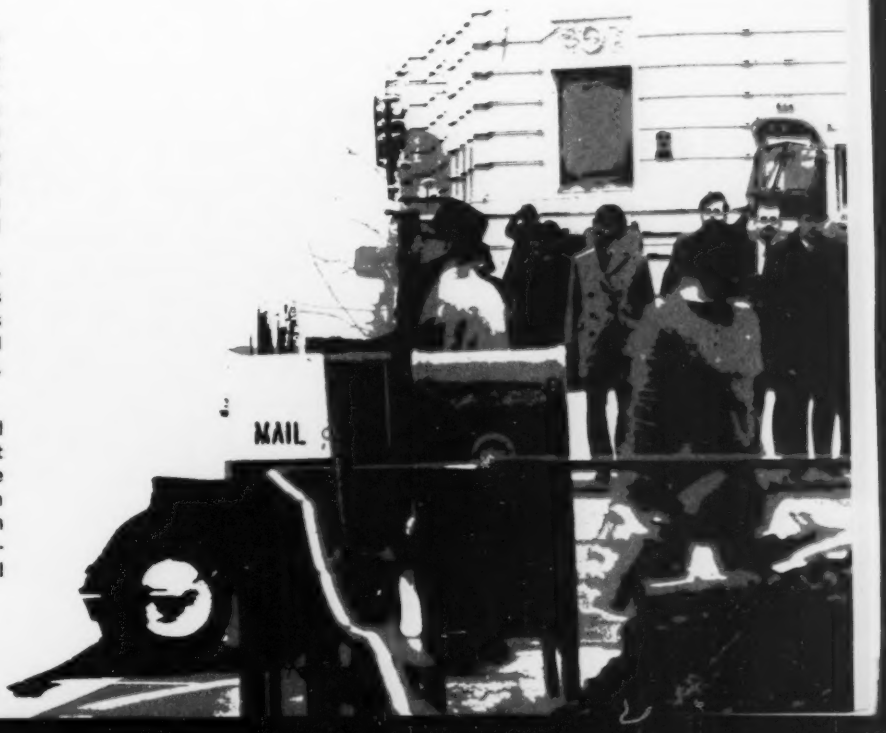
Recognition of alcoholism as a treatable illness; confidentiality of records; authorization of sick leave for treatment and rehabilitation; encouragement for employees who have the problem to seek counseling and information voluntarily.

• OUTSTANDING YOUNG WOMEN in Government will be eligible to receive 1971 Arthur S. Flemming Awards. For the first time in the 24-year history of this program young women as well as young men will be honored for exceptional contributions to Federal programs.

• THE NATIONAL CIVIL SERVICE LEAGUE has announced the establishment of Special Achievement Awards to be granted annually to men and women in Government for exceptional contributions which have brought credit to their agencies and to the public service. These awards will serve to complement the Career Service Awards granted annually by the National Civil Service League.

• COST-OF-LIVING allowances for Federal white-collar workers in Alaska, Hawaii, Puerto Rico, and the Virgin Islands continue at the same levels as last year. • 88 FEDERAL AND STATE government employees have been selected for a year of graduate study in the Education for Public Management program 1971–72. • 25 FEDERAL EMPLOYEES, 8 journalists, and 8 political scientists have been selected as Fellows for the 1971–72 Congressional Operations program.

—Bacil B. Warren



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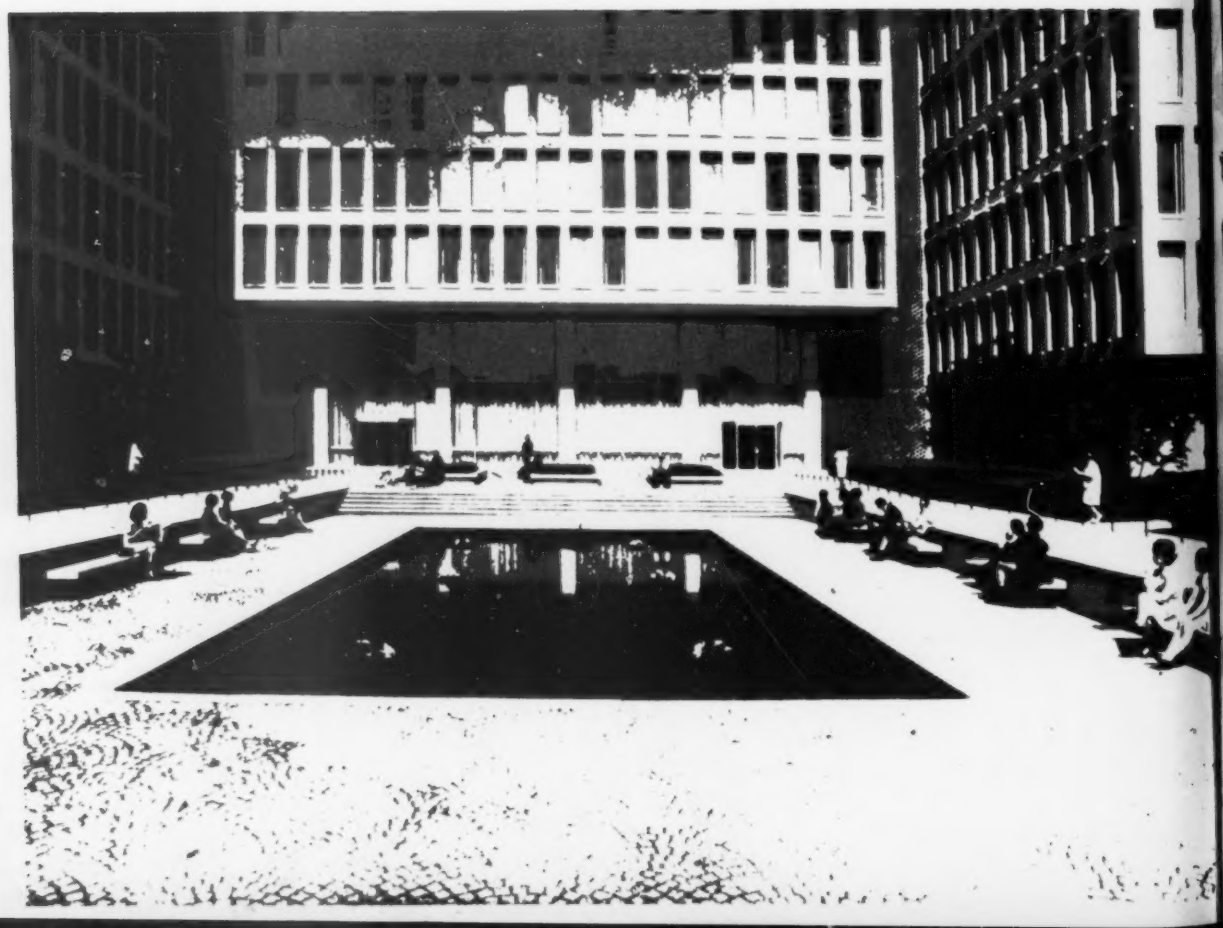
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